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THE GROWTH AND DEVELOPMENT OF THE CANAL ZONE COLLEGE

DISSERTATION

Presented to the Graduate Council of the
North Texas State University in Partial
Fulfillment of the Requirements

For the Degree of

DOCTOR OF PHILOSOPHY

By

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This study deals with the growth and development of higher education in the Canal Zone from 1933 to the present.

Chapters I and II of this study cover the period from 1903-1933 and include background information on the United States' presence in Panama, the establishment of elementary and secondary schools, and the beginning of higher education in the Canal Zone. Chapter III deals with the construction and growth of the new Canal Zone Junior College. Chapters IV and V cover the years in which the college acquired a new campus, which allowed it some degree of autonomy and the opportunity to develop its own identity.

This study uses information obtained from the special Panama Collection available at the Canal Zone Public Library, government documents, letters, and administrative memoranda on file in the Agency Record Center, interviews, personal correspondence, newspapers, Panama Canal publications, minutes of meetings held by local chapters of American Association of University Professors and Advisory Council, annual reports, reports made by Middle States Association of Colleges and Secondary Schools, bulletins, and yearbooks.

When the role of the United States became one of maintenance, operation, and protection of the Panama Canal in 1914, a permanent school system developed. As the school enrollment increased in 1927, it became evident that educational opportunities beyond the high school were needed, and the first steps were taken to establish a junior college in the Canal Zone. After several setbacks brought about by economic conditions and divergent educational philosophies, a temporary facility was established in the Balboa School in 1933. A junior college-high school complex was constructed in 1934 with the aid of funds allotted by the National Industrial Recovery Act. The purpose of the junior college was to provide dependents of Canal Zone employees with a two-year degree that would prepare them for college and university work in the United States.

The Canal Zone School System is unique in nature, and its location on foreign soil poses problems not normally associated with a typical school system. When the Canal Zone Junior College opened its doors on September 25, 1933, it became the only junior college in existence under the control of the federal government. The college is entirely funded by the United States Government, and no support comes from local taxation. Funding decisions are made by the Congress of the United States.

In 1955, the Middle States Accrediting Association recommended the complete separation of the junior college

from the high school. Because of this recommendation, the junior college moved to its new campus in LaBoca. The faculty was increased, and courses were added to serve the entire community rather than only high school graduates.

Canal Zone authorities are constantly aware of the political and diplomatic sensitivity of operating schools in a foreign country. Unstable political conditions and uncertain treaty negotiations are persistent problems. Approximately 30 percent of the enrollment at the Canal Zone College are foreign students from the Republic of Panama and twenty other countries; therefore, the college has the opportunity to provide a forum by which United States and Latin American mutual understanding and appreciation can be achieved.

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CHAPTER I
THE ESTABLISHMENT OF SCHOOLS IN THE
CANAL ZONE

Interest in an interoceanic canal, linking the Atlantic to the Pacific, dates back over 400 years. Charles V of Spain ordered the first Panama Canal survey on February 1, 1534.¹ The United States conducted a survey in 1839;² however, no tangible efforts were made to construct a canal until the French Canal Company, under the leadership of Ferdinand de Lesseps, began work on January 10, 1880.³

After twenty years of failure and an expenditure of 250 million dollars the French Canal Company was eager to sell its interests to the United States. In 1903 the United States recognized the new revolutionary government of Panama and signed the Hay-Bunau Varilla Treaty which gave the United States government control of a ten-mile-wide zone across the Isthmus of Panama.⁴ On May 4, 1904, the United States

¹Joseph B. Bishop, The Panama Gateway (New York, 1913), p. 29.

²Ibid., p. 34.

³Philippe Bunau-Varilla, Panama, The Creation, Destruction and Resurrection (London, 1913), p. 35.

⁴Walter G. Ross, Historical Background of the Panama Canal (Washington, D.C., 1947), pp. 28-29.

purchased the rights and properties of the French Canal Company for forty million dollars and began construction.⁵

On March 4, 1904, President Theodore Roosevelt appointed the first Isthmian Canal Commission;⁶ however, because of the inefficiency of this Commission it was replaced the latter part of 1904 by a second commission consisting of Theodore P. Shonts, chairman; Charles E. Magoon, governor of the Canal Zone; John F. Wallace, chief engineer; Rear Admiral Mordecai T. Endicott, U.S.N.; Brigadier General Peter C. Hains, U.S.A., retired; Colonel Oswald H. Ernst, Corps of Engineers, U.S.A.; Benjamin M. Harrod, secretary.⁷ To this commission the responsibility of cutting the continent in two, at the narrow point from Panama to Colon, was entrusted. This task required the recruitment of a labor force of 45,000 men, the construction of housing, and the improvement of health conditions.⁸

The French Canal Company had neglected needed sanitation measures, and this led to its eventual failure. In 1904 the Isthmian Canal Commission conducted a series of blood tests which indicated that 70 percent of the Isthmian population

⁵Ross, p. 28.

⁶Ira E. Bennett, History of the Panama Canal (Washington, D.C., 1915), p. 127.

⁷Ibid.

⁸Bishop, p. 301.

had "malarial parasites circulating in their blood."⁹ Knowing this, the Isthmian Canal Commission inaugurated an immediate campaign to eradicate malaria and yellow fever throughout the Canal Zone and the City of Panama.

Colonel W. C. Gorgas, upon being appointed sanitation advisor to the Isthmian Canal Commission, ordered that all housing be screened, drainage improved, existing structures fumigated, and pools of water oiled down to kill mosquito larvae. Plans were also adopted to supply the towns and cities with a water supply and sewer system so that storing of water could be permanently abolished.¹⁰

While Colonel Gorgas strove to improve the health status of the Canal Zone, the United States began work on the Canal, and in 1904, the recruitment of labor began. Seven hundred West Indian workers from the bankrupt French Canal Company were recruited.¹¹ These workers, who came from Barbados and Jamaica, were accustomed to the tropics, and as British subjects, they spoke English. This greatly facilitated communications with their U.S. supervisors.

In order to insure the recruitment of more workers, it became necessary for the Isthmian Canal Commission not only to eradicate disease but to make the Isthmus reasonably

⁹Bishop, p. 240.

¹⁰Ibid.

¹¹Ibid., p. 299.

hospitable. Housing, commissaries, recreational facilities, and schools for dependents of the workers had to be provided.

On September 2, 1904, Act Eight, authorizing the establishment of a school system in the Canal Zone, was enacted; however, no funds were appropriated.¹² There were seven main townsites or municipalities in existence or under construction in the Canal Zone; the following five established and supported their own local schools: Gorgona, San Pablo, Bas Obispo, Matachin, and Cristobal.¹³ These schools were makeshift affairs that utilized any available buildings, conducted by mothers and older sisters who could read and write. Four months later on January 21, 1905, the Canal Commission placed these schools under the jurisdiction of Tom Cooke, the Collector of Revenues.¹⁴

Although recruitment and housing for the workers were of primary concern in order to make the "dirt fly," the Isthmian Canal Commission soon recognized the need for more schools. A school census taken in June 1905 indicated that there were approximately 2,000 dependent children of Isthmian Canal Commission employees between the ages of six and

¹²Lawrence Johnson, "Development of the Canal Zone Schools," Panama-American Magazine, X (September, 1936), 33-41.

¹³Albert R. Lang, "A Resume of the Canal Zone Public School System, 1917, Builders of the Panama Canal," Society of the Chagres Yearbook, 1916-1917 (Balboa, Canal Zone, 1917), p. 36.

¹⁴Johnson, pp. 34-41.

sixteen who required educational facilities.¹⁵ This posed a unique problem as the United State government had to assume the responsibility of providing schools for the dependents of its 30,000 West Indian employees.¹⁶

At this stage of canal construction, unskilled workers were in demand. United States citizens serving in a supervisory capacity or in clerical or administrative positions made up less than 10 percent of the entire work force.¹⁷ Townsites provided with local schools for these United States citizens were separated from those of the West Indian workers, thereby creating a de facto segregated school system.

Although the maintenace of separate systems for white and black students may well be criticized today, it must be remembered that the dual system was common at that time. It should also be noted that the West Indian dependents were not United States citizens. Their cultural backgrounds were vastly different from those of the United States students. Thus, local officials deemed it detrimental to both the United States and West Indian students to be placed in the same classes.

¹⁵Lang, p. 36.

¹⁶Bishop, p. 301.

¹⁷Katherine Cooke, Public Education in the Panama Canal Zone, Office of Education Bulletin No. 8 (Washington, D.C., 1939), p. 17.

This separation was designated as "gold" and "silver."¹⁸ The origin of these terms dates back to the earliest construction days which began shortly after Panama had gained its independence from Colombia. Since Panama had no national currency of its own, it utilized Colombian silver. Therefore, the Isthmian Canal Commission paid its non-United States employees in this familiar local currency, while the U.S. employees were paid on the United States gold standard. Thus, the terms "gold" and "silver" designated United States and non-United States employees.¹⁹

On June 24, 1905, William Howard Taft, then Secretary of War, authorized the sum of \$30,000 to be used as the first educational appropriation in the Canal Zone.²⁰ David O'Connor was appointed the first Superintendent of Schools in December, 1905, and the first public school, established under the jurisdiction of the United States government, was opened at Corozal on January 2, 1906.²¹ Shortly afterward, Margaret Kyte was hired as the first teacher in the Canal Zone. In the meantime, the school operated by the municipalities throughout the Zone were enrolling more than 150 children. For a time, then, there were two systems of public schools in the Canal Zone acting independently of each other.²²

¹⁸Bishop, p. 150.

¹⁹Ibid.

²⁰Johnson, p. 34.

²¹Lang, p. 36.

²²Cooke, p. 17.

At the request of the Inspector of Municipalities, the municipal schools were taken over and made a part of the government system on February 1, 1906.²³ A Bureau of Municipalities was created on May 1, 1906, and the jurisdiction over the schools was transferred to the chief of that bureau.²⁴

On June 1, 1906, the Bureau of Municipalities passed a compulsory attendance act which increased the enrollment to such proportions that the school system was made a separate division on December 1, 1906, under the Department of Law and Government. After being granted an independent status, this department embarked on a program of school construction.²⁵

Schools During the Construction Period

By May, 1906, there were eighteen schools in operation serving 611 pupils and employing 21 teachers.²⁶ When school started again in the fall of 1906, the compulsory attendance act had doubled the number of students, necessitating the construction of twelve new school buildings, bringing the total to thirty.²⁷

During the early construction days shipping facilities were taxed to the maximum in order to get Canal construction materials to the Isthmus. This shipping problem retarded

²³Johnson, p. 34.

²⁴Ibid.

²⁵Cooke, p. 17.

²⁶Lang, p. 37.

²⁷Ibid.

school development because such supplies as desks, seats, and books did not have priority.

Because of canal construction the school system was required to serve a constantly shifting population; thus, the school buildings were constructed in a temporary manner.²⁸ Structures of various kinds were taken over and remodeled and used as classrooms. Many were poorly designed for this purpose, and no amount of remodeling made them suitable. These schools, which often lacked ventilation and light, were frame buildings, of either one, two, or four room design.²⁹ Poor acoustics in the classroom and outside construction noises were constant distractions to the students.

When schools opened for the 1907-1908 term, there were seven schools available for United States students at the following locations: LaBoca, Ancon, Pedro Miguel, Paraiso, Culebra, Empire, and Cristobal. A few weeks later an eighth school was opened in Colon, then known as New Cristobal.³⁰

There were 722 pupils in the white schools representing over 500 schools, 36 different states, two territories, and the District of Columbia.³¹ In the silver schools the variance was even greater as they represented 32 ethnic divisions,

²⁸Photographs of school buildings, Appendix B.

²⁹Floor plan, Appendix C.

³⁰Map of school locations, Appendix D.

³¹Canal Record, Vol. II (Mount Hope, Canal Zone, 1909), p. 259.

mostly from the islands of the West Indies.³² The teachers in the U.S. schools also came from 27 different states and two foreign countries and brought with them various local views, standards, and methods of teaching.³³

Despite a severe housing shortage and a high turnover ratio due to marriage and termination, the teachers for the United States schools were usually well selected. Most were graduates of accredited colleges or normal schools who had previous teaching experience in the United States. Difficulties in recruiting teachers for the non-United States schools unfortunately created a large pupil-teacher ratio in the "silver" schools.

The wide variation in the students' backgrounds, and in the teaching methods, plus the constant relocation of employees forced the Isthmian Canal Commission to formulate a uniform method of instruction in order to standardize grading, improve instruction, and facilitate transfers to and from the United States.

To solve these problems, the first supervisor of primary grades was appointed in 1909, and supervisors of high schools, grammar grades, and silver-rate schools were appointed for the following year.³⁴ These supervisors were hired to visit

³²Ibid.

³³Annual Report of the Governor of the Panama Canal Company (Washington, 1921).

³⁴Lang, p. 42.

the classrooms, correlate instruction, and formulate a unified curriculum. These changes marked the first concerted effort toward patterning the Canal Zone schools after those of the United States, a policy which is still followed with limited modifications today.

During 1908 many changes occurred. There were eight elementary grades in operation and their curriculum included reading, writing, spelling, grammar, geography, and Spanish.³⁵ The first temporary high schools were created at this time at Culebra and Cristobal and instruction was given in the subjects shown in Table I.

Education was free in the Canal Zone for all "gold" and "silver" dependents of Isthmian Canal Commission employees and other bona fide residents of the Canal Zone. Non-residents, who were not employed by the Panama Canal or Panama Railroad, could attend for a fee of two dollars per month for elementary grades and four dollars a month for high school grades.³⁶

The year 1908 also included a change in superintendents. David O'Connor was replaced by Henry Lester Smith, graduate of Indiana University and former supervising principal in Indianapolis.³⁷ By October, 1908, the makeshift high school classes had twenty students enrolled--eleven at Culebra and

³⁵Johnson, p. 34.

³⁶Lang, p. 39.

³⁷Canal Record, 1909, II, 34.

TABLE I
HIGH SCHOOL COURSES OFFERED AT CANAL ZONE SCHOOLS, 1908

Year	Culebra	Cristobal
First	Algebra Botany English German Latin	Algebra English History Latin Spanish
Second	Algebra English German Geometry General History Latin	Algebra English German Latin
Third	Latin French	

Source: Lawrence Johnson, "Development of the Canal Zone Schools," Panama American Magazine, X (September, 1936), 33-41.

nine at Cristobal. This increased enrollment caused a textbook shortage, and a lack of a sufficient number of teachers restricted the subjects offered.³⁸

The new superintendent conscientiously performed his duties to improve the educational system in the Canal Zone, and in 1909 high school classes were offered at the more centrally located townsite of Gatun. The Gatun high school was short lived however, because colleges and universities in the United States would not accept high school credits

³⁸Canal Record, 1909, II, 83.

received from schools employing less than three full-time teachers. Smith recommended the consolidation of the high school classes at Cristobal on the Atlantic side of the Isthmus, with Atlantic side students attending in the morning and students on the Pacific side attending afternoon sessions. This allowed the students on the Pacific side to board the train in Panama and journey the fifty miles across the Isthmus in time to attend classes at Cristobal.³⁹

The high school year was divided into two terms of four and one-half months each, or a total of eight terms requiring thirty-two credits--eight in Latin, eight in mathematics, four in history, one in civil government, three in physical science, eight in English, and electives in Spanish, French, and German.⁴⁰

During the school year beginning October 1, 1909, extra-curricular activities such as band and chorus were added. The Zonian, the first high school paper, was published by the Cristobal high school students in the Canal Zone during this same year.⁴¹

Smith stated that he would work to see that "the certificate of such a school would be honored anywhere, and the

³⁹Ibid.

⁴⁰Canal Record, 1910, III, 211.

⁴¹Lang, p. 42.

arrangement would give the Zone a system from the first grade up as complete and as thorough as any in the States."⁴²

Transportation was a major problem in the selection of school sites. There were almost no roads in existence on the Isthmus so all travel across the Isthmus was by train. Short trips to nearby schools could be accomplished laboriously on foot, horseback, or wagon; however, during the rainy season travel on these trails was almost impossible. A good example of the magnitude of this transportation problem can be seen in the building of the school at Cruces.

Cruces was a townsite for silver-rate employees located on the Chagres River, five miles from Gamboa, about midway across the Isthmus. The twenty-four by thirty-six foot building was preframed and transported by flatcar to Gamboa, removed and dragged by mule teams to the river, loaded onto a raft, then towed upstream to the village.⁴³ This effort was undertaken because approximately twelve students could not reach existing schools during the rainy season.

Transportation problems caused the new high school at Cristobal to be relocated at Gatun. This reduced the travel of students from the Pacific side to thirty-five miles and forced the students from Cristobal on the Atlantic side to travel sixteen miles.

⁴²Canal Record, 1909, II, 86.

⁴³Canal Record, 1911, IV, 135.

During 1909, Henry Smith was replaced by Frank Gause as Superintendent of Schools, additional schools were constructed, attendance increased, more teachers were employed, and funds allotted for education increased.⁴⁴

The first high school graduation ceremony was held in Gatun on June 24, 1911, to honor Blanche M. Stevens of Gorgona and Maria E. Johnson of Gatun, the only two graduates. The ceremony was held at the Clubhouse in Gatun.⁴⁵ Addresses at the graduation ceremony were given by M. H. Thatcher, Civil Governor, and Chief Justice Gudger of the Canal Zone Supreme Court, and diplomas were presented by the school principal Charles C. Carr.⁴⁶

As excavation and heavy construction work neared completion in 1910, a decline in the number of West Indian workers was brought about. Labor demands were now for electricians, planners, welders, pipefitters, and other highly skilled workers. This heralded the arrival of more Americans to the Zone. Table II indicates that in 1910 attendance in the white schools surpassed the Silver Rate schools for the first time. The trend of increased white enrollment continued almost unbroken until the depression

⁴⁴Canal Zone Superintendents of Schools, 1905-1973, Appendix E.

⁴⁵Canal Record, 1911, IV, 48.

⁴⁶Letter from Maurice H. Thatcher, last surviving member of the Isthmian Canal Commission, November 9, 1971.

TABLE II

AVERAGE DAILY ATTENDANCE, CANAL ZONE SCHOOLS, 1904-1916

Year	White	Silver	Total
1904			
1905			150
1906	107	1,000	1,107
1907	167	971	1,138
1908	385	765	1,150
1909	539	784	1,287
1910	682	577	1,259
1911	839	556	1,359
1912	980	734	1,714
1913	1,029	799	1,828
1914	968	715	1,682
1915	1,006	756	1,762
1916	1,065	436	1,501

Source: Albert R. Lang, "A Resume of the Canal Zone Public School System, 1917," Society of the Chagres Yearbook, 1916-1917 (Balboa, 1917), p. 50.

years when a 25 percent across-the-board reduction in wages reduced the United States employment in the Zone.

By 1912, the high school enrollment had jumped to seventy-five, and again transportation difficulties forced a reorganization.⁴⁷ This reorganization required ninth- and tenth-grade students at Gorgona and Culebra to attend school at Empire, and ninth- and tenth-grade students south of Culebra and all eleventh- and twelfth-grade students to attend Ancon.

By 1913 teachers were easier to hire because of the improved health conditions in the Canal Zone. During the

⁴⁷ Canal Record, 1912, V, 357.

school year the Schools Division had over 1,500 teacher applications on file. This enabled the Superintendent of Schools, for the first time, to select and appoint only those teachers who possessed the highest qualifications.⁴⁸

The Development of a Permanent School System

The history of the Panama Canal for the first ten years was centered around construction, but on January 7, 1914, the Crane-boat Alex-LeValley made the first complete transit of the Panama Canal, and on August 15, 1914, the Canal officially opened for commerce.⁴⁹ The role of the United States was changed from construction to operation and maintenance of one of the world's most strategic waterways. In order to meet the needs of operating the canal, Woodrow Wilson, President of the United States, issued an executive order which on April 1, 1914, abolished the Isthmian Canal Commission and established a permanent government for the Canal Zone.⁵⁰

George Goethals, rewarded for his leadership as chairman of the Isthmian Canal Commission, was promoted from Colonel to Major General and appointed Governor of the Canal Zone.⁵¹ The Governor of the Canal Zone was placed under the

⁴⁸Canal Record, 1913, VI, 243.

⁴⁹Ira E. Bennett, History of the Panama Canal (Washington, D.C., 1915), p. 181.

⁵⁰Canal Record, 1914, VII, 38.

⁵¹Ibid.

supervision of the Secretary of War, who was designated as sole representative of the President of the United States.⁵² Lieutenant Colonel Chester Harding was chosen as Assistant Governor, C. A. McIlvaine as Executive Secretary, John K. Baxter as Chief of the Division of Civil Affairs, and A. R. Lang as Superintendent of Schools.⁵³

In May, 1914, the Governor issued a directive giving the Superintendent of Schools the responsibility of assigning the force of teachers, governing the schools, prescribing the courses of instruction, and administering all affairs within the schools division.⁵⁴

After the construction of the Canal was completed in 1914, school authorities anticipated a reduction in school attendance and facilities; however, the maintenance and operation of the Canal and the needed services required by this vast maritime commercial enterprise demanded an army of personnel. Therefore, there was an increase rather than a decrease in school enrollment.

Until this time schools in the Canal Zone had been temporary and transitory in order to serve construction needs. At last, the system began to assume permanence. The school official most responsible in transforming the Canal

⁵²Bennett, p. 185.

⁵³Minutes of the Isthmian Canal Commission (Washington, D.C., 1914).

⁵⁴Canal Record, 1914, VII, 38.

Zone schools from a temporary to a permanent system was Albert R. Lang. Lang was Superintendent of Schools from 1913 to 1922.⁵⁵ This was a decade in which the Canal Zone schools strived toward excellence. The employment of more qualified teachers, purchasing of needed school supplies, offering of additional courses, and constructing of appropriate school plants all aided in making this objective a reality.⁵⁶

During the first ten years of school operations in the Canal Zone, no set qualifications for teachers were made. Salaries were low, teaching conditions primitive, and the average tenure in the Canal Zone was approximately three years. After 1914 Lang established the following qualifications for Canal Zone teachers:

Examinations for teachers are not required. No applicant will be considered who is not an American citizen; who is more than forty-five years of age; who has not completed a regular four-year high school or academy course; who has not had two years' training in a standard normal school or college; and two years successful experience in some first-class graded school system in the United States. Men are not employed in grade positions. High school teachers must have four years college or university training, in place of two years college or normal training required for grade teachers. Married women are not eligible for appointment to the position of teacher.⁵⁷

⁵⁵ Canal Zone Superintendents of Schools, 1905-1973, Appendix E.

⁵⁶ Canal Record, 1914, VII, 40.

⁵⁷ Reports on File from the Office of the Superintendent of Schools (Balboa, 1914).

He also instituted a teacher's pay scale befitting these additional requirements, as can be seen in Table III.

TABLE III
TEACHER'S PAY SCALE, CANAL ZONE SCHOOLS, 1914

	Entrance Salary	Second Year	Third Year	Fourth Year & After
Elementary teachers	\$ 95.00	\$100.00	\$105.00	\$110.00 (per month for 9 mo.)
High school teachers	120.00	125.00	130.00	133.00 (per month for 9 mo.)
Science-H.S. teachers	145.00	150.00	155.00	160.00 (per month for 9 mo.)
High school principal	165.00	170.00	175.00	180.00 (per month for 9 mo.)
Supervisor of lower grades	175.00	180.00	185.00	190.00 (per month for 10 mo.)
Supervisor industrial training	200.00	200.00	200.00	200.00 (per month for 12 mo.)

Principals: (In addition to regular salaries as teachers.)

Two-room buildings	\$10.00 per month for 9 mo.
Three to five-room buildings	15.00 per month for 9 mo.
Six to eight-room buildings	20.00 per month for 9 mo.
Nine to twelve-room buildings	30.00 per month for 9 mo.
Buildings with more than 12 rooms	40.00 per month for 9 mo.

Teachers employed in silver-rate schools:

Teachers	\$60.00 per mo. for 9 mo.
Principals of 2-room buildings	5.00 per mo. for 9 mo.
Principals of 3 to 6-room buildings	10.00 per mo. for 9 mo.

Source: Reports on File from the Office of the Superintendent of Schools, File 91-E-506J, Agency Record Center, Balboa, 1914.

In addition to the increase in teacher's pay, a more adequate number of modern textbooks, maps, globes, and blackboards were purchased for each classroom.

Upon receipt of the following memorandum from the Superintendent of Schools, the United States Commissioner of Education recommended that all work done in Canal Zone high schools be accepted in fulfilling entrance requirements in colleges and universities in the United States, including the United States Military Academy at West Point.⁵⁸

The Balboa High School offers the regular four years' high school work. It has a faculty of six teachers, all of whom are college graduates, and two of whom hold the Master's degree from Columbia University.

Thirty-two credits are required for graduation. To receive a credit a grade of at least 75 per cent must be made in a subject. A credit is a subject successfully carried for one semester of 18 weeks, with five recitations per week, of a minimum length of 40 minutes per recitation.⁵⁹

Within 1916-1917 an extensive building program was undertaken. Temporary buildings were torn down and modern, concrete structures were erected at Balboa, Ancon, Pedro Miguel, Gatun, and Cristobal.⁶⁰

The following description quoted from the Canal Record shows the degree of planning used in school construction

⁵⁸Canal Record, 1916, IX, 416.

⁵⁹Lang, p. 47.

⁶⁰Photographs of Ancon and Cristobal Schools, Appendix F.

after 1914:

These buildings will be fireproof and will contain all the modern conveniences of an up-to-date school in the United States, such as sanitary fountains, providing a continuous flow of clear cold water from a cooling plant within the building; large airy rooms with light coming from the left side only, the glare of the sun being diffused by ground glass panes in the upper portion of the window, steel window sash, the windows being pivoted to facilitate ventilation; the walls of the classrooms to be tinted a neutral color to avoid irritation to the eyes of pupils; blackboards of slate instead of composition.⁶¹

The school at Ancon was two stories in height, containing ten classrooms, a library, the principal's room, and toilets. The schools at Pedro Miguel and Gatun were alike, being one story in height and containing five classrooms, a library, the principal's room, and toilets.⁶²

The new Balboa School was built around an interior court with a modified Italian Renaissance design. The first and second floors were designed to contain the grammar school grades, while the third floor was planned for the high school division, equipped with classrooms, science laboratory, study, commercial room, and a large 200-seat assembly room.⁶³

The Cristobal school was located near the waterfront. The building was two stories in height, with the first floor containing classrooms, a teacher's room, lunch room, and

⁶¹Canal Record, 1916, IX, 416.

⁶²Ibid.

⁶³Ibid.

toilets. The second floor contained a science laboratory, a study hall, a library, classrooms, and toilets.⁶⁴

Silver Schools Lag Behind United States
Schools

Although the United States schools made steady improvement after 1914, the same cannot be said for the silver-rate schools. A study of Table IV shows a noticeable decline in

TABLE IV
AVERAGE DAILY ATTENDANCE RECORD, CANAL ZONE SCHOOLS,
1915-1932

Year	White	Silver	Total
1915	1,006	776	1,782
1916	1,065	436	1,501
1917	1,213	497	1,710
1918	1,323	640	1,963
1919	1,423	755	2,178
1920	1,589	865	2,459
1921	1,323	1,019	2,342
1922	1,519	1,343	2,862
1923	1,766	2,010	3,776
1924	1,764	1,529	3,293
1925	1,898	1,788	3,686
1926	2,052	1,977	4,029
1927	2,430	2,017	4,447
1928	2,263	2,593	4,866
1929	2,355	2,581	4,946
1930	2,510	3,559	6,069
1931	2,641	3,731	6,372
1932	2,737	3,619	6,356

Source: Reports on File from the Office of Superintendent of Schools, 1915-1932

⁶⁴Ibid.

the enrollment of the silver-rate schools after 1915. This decline in enrollment was caused primarily by the repatriation of many West Indian families after the completion of the Canal, the reduction of funds allotted for education in the Canal Zone, the new tuition policy, and the opinion held by officials that the capabilities of the West Indian students were limited.⁶⁵

Growing United States involvement in World War I forced a change in priorities in the Canal Zone, and funds for education were reduced, causing a change in the tuition policy. All children of foreign employees of the Canal and the Panama Railroad residing outside the Canal Zone had, prior to 1915, been allowed free tuition to the schools. This was withdrawn on October 1, 1915, resulting in the closing of the Ancon silver-rate school and four rooms in the Cristobal silver-rate school.⁶⁶

This reduction of facilities and teaching personnel created a high teacher-pupil ratio. By 1925 educational facilities for West Indian dependents in the Canal Zone were so inadequate that 700 applicants for admission were placed on the waiting list.⁶⁷

The attitude of school officials concerning the academic capabilities of the West Indian student can be clearly seen

⁶⁵Bennett, p. 185.

⁶⁶Lang, p. 47.

⁶⁷Reports on File from the Office of the Superintendent of Schools (Balboa, 1925).

in the following Superintendent's report to Governor Goethals:

A Director of Vocational Education for the colored schools was appointed this year who took general charge of this work in the four largest colored schools, Silver City, La Boca, Gatun, and Red Tank. Classes in woodworking, sewing, cooking and general homemaking were organized for girls. The minimum necessary shop and laboratory equipment was furnished to these schools and an intensive program of teacher training and supervision was carried out. The work in gardening was later extended to all of the other smaller schools. It is believed that this work will be a very important factor in better preparing colored boys and girls to perform the kind of work that all but a few of them must inevitably follow when they leave school.⁶⁸

Although Lang deserves the major credit for improving the United States school system, 1913-1922, the silver-rate school system continued to lag behind. The next two Superintendents, W. W. Andrew, 1922-1925, and John Granrud, 1925-1927, were also unable to make any significant improvements in the silver-rate schools. The first real advancement began in 1927 under the leadership of Ben M. Williams, 1927-1948, who served as Superintendent of the Canal Zone schools for twenty-one years, the longest term of the ten Superintendents to date.⁶⁹

In an effort to relieve overcrowding in the silver-rate schools, Williams placed them on a twelve-month school year

⁶⁸Ibid.

⁶⁹Canal Zone Superintendents of Schools, 1905-1973, Appendix E.

and with the availability of more funds permitted the construction of eight new classrooms at Cristobal and Silver City, six at Gatun, and the employment of thirteen additional teachers. This increased educational budget is reflected in Table V.

TABLE V
SCHOOL EXPENDITURES, 1915-1932

Year	Expenditures
1915	\$109,000.00
1916	70,188.56
1917	87,000.00
1918	140,000.00
1919	149,000.00
1920	192,000.00
1921	246,424.66
1922	202,000.00
1923	200,000.00
1924	217,050.62
1925	256,647.55
1926	258,944.77
1927	260,604.29
1928	323,480.00
1929	306,012.36
1930	373,480.61
1931	399,814.98
1932	431,742.35

Source: Canal Record (Mount Hope, Canal Zone, 1915-1932).

CHAPTER II

THE BEGINNING OF HIGHER EDUCATION

IN THE CANAL ZONE

The year 1927 was a banner year for education in the Canal Zone for it marked the first official inquiry into the establishment of a college. Although there was some local interest in the early 1920's, it is doubtful that school officials ever seriously considered a college before 1927. Table VI shows that before 1927 Canal Zone high schools did not graduate the sixty seniors needed to meet the minimum requirement for accreditation as set by the American Association of Junior Colleges.

In 1927, seventy-one seniors graduated from high school in the Canal Zone but because there were few job opportunities and no facilities for higher education, any of these graduates were obliged to leave the Canal Zone. This situation created a demand for a junior college.

The parents of these graduates pointed out to school officials that 600 colleges and universities and at least 400 public and private junior colleges served the educational needs of students in the United States and that most American dependencies the size of the Canal Zone had institutions of

TABLE VI
CANAL ZONE HIGH SCHOOL GRADUATE RECORD BY SCHOOL AND YEAR

Year	Balboa High School	Cristobal High School	Total
1925	36	10	46
1926	35	18	53
1927	54	17	71
1928	63	13	76
1929	61	34	95
1930	73	23	96
1931	62	32	94
1932	78	45	123
1933	98	38	136
1934	105	56	161
1935	119	50	169
1936	107	61	168
1937	151	76	227
1938	151	93	244

Source: Reports on File from the Office of the Superintendent of Schools (Balboa, 1925-1938).

higher learning.¹ Thus, the isolated location of the Canal Zone and the absence of a college deprived their dependents of full educational privileges generally granted most American citizens.

An examination of the objectives of the American junior college movement showed that they paralleled the educational needs of the Canal Zone. They were as follows:

1. The Popularizing Function. This gives the advantage of college education of a general nature to high school graduates who could not otherwise secure it for geographical or economic

¹Doak Campbell, "The Junior College," Alabama School Journal, XII (January, 1929), 73-75.

reasons, and gives similar benefits to mature residents of the community.

2. The Preparatory Function. This gives two years of work locally, equivalent to that given in the freshman and sophomore years of standard universities which will adequately prepare students for upper division specialization in the University.

3. Terminal Function. This provides specific preparation by vocational courses for specific occupations on the semi-professional level, qualifying students who finish them for immediate placement in a definite life occupation.

4. Guidance Function. This assumes a scientific interest in the individual traits and ability and the personal welfare of young students in training them to think and to organize their studies effectively, in supervising their teaching, and in making the college experience of each a profitable undertaking.²

The depression forced Canal Zone officials to order a 25 percent decrease in salaries, an involuntary furlough without pay, a reduction in force, and the suspension of all bi-annual free home leave to the United States for all government employees on the Isthmus.³ These depressed economic conditions heightened the demand for higher education in the Canal Zone as parents found it exceedingly difficult to support their children in colleges throughout the United States.

Many Canal Zone authorities were sympathetic to the demands for a college. W. H. Kromer, Panama Canal Company auditor, was one of the first to encourage John Granrud,

²Ibid., p. 74.

³Reports on File from Office of Superintendent of Schools, File 91-E-506-J (Balboa, 1929).

Superintendent of Schools, to contact United States educational officials concerning the establishment of a junior college in the Canal Zone.⁴ As early as January 13, 1927, correspondence concerning the establishment of a college was initiated between Granrud and Leonard V. Koos, Professor of Education at the University of Minnesota and a pioneer authority on junior colleges.⁵

The movement for a college in the Canal Zone might have been curtailed when John Granrud retired in May, 1927, if Kromer had not taken steps to keep the idea active until Ben Williams assumed the duties of Superintendent in July, 1927. A memorandum between Kromer and the Superintendent's office shows that Kromer advised Williams of the background work already accomplished on the college and urged that further work be started without delay.⁶

Williams seems to have accepted Kromer's view regarding the need for a college in the Canal Zone, for in a later memorandum they refer to the college as "our baby."⁷

⁴Records of the Executive Secretary on file in the Agency Record Center (Balboa, January 13, 1927).

⁵John Granrud to Leonard V. Koos, Records of Executive Secretary on file in the Agency Record Center (Balboa, January 13, 1927).

⁶W. H. Kromer, Auditor, to Ben Williams, Superintendent of Schools, Reports on file from the Office of the Superintendent of Schools (Balboa, July 12, 1927).

⁷Records of the Executive Secretary on file in Agency Record Center (Balboa, 1928).

Their hopes of establishing a college by 1930 were impeded, however, as Governor Harry Burgess felt that the establishment of a college was economically unfeasible and issued the following memorandum in 1929:

Although a junior college is desirable for parents who are unable to place their children in colleges in the states, it is useless now and probably will be for some time to come.⁸

How much the Governor's coolness affected the creation of a college is uncertain; but it can be assumed that some officials hesitated thereafter before actively supporting the college movement.

Many parents were unwilling to accept the Governor's memorandum and continued to strive for the establishment of a college. Because of the continued pressure placed on school officials, especially by the Metal Trades Council,⁹ equivalent to what today is the Central Labors Union, it was decided that a survey would be taken to determine the educational needs of the Canal Zone. This survey was completed in 1930 by Columbia University under the direction of N. L. Engelhardt.¹⁰

⁸Governor Harry Burgess to Executive Secretary C. A. McIlvaine, File 65H-1, Agency Record Center (Balboa, March 30, 1929).

⁹Roger Hackett, former Dean of the Canal Zone College, 1944-1961, Raleigh, North Carolina, September 16, 1971.

¹⁰Lawrence Johnson, "Development of the Canal Zone Schools," Panama American Magazine, X (September, 1936), 33-41.

It was through the efforts of Congressman Edward F. Denison that the \$10,000 needed to conduct this survey was obtained.¹¹ His influence also appears to have swayed Governor Burgess to support the college effort.

The members of the survey team arrived on March 26, 1930, and spent four weeks evaluating the schools in the Canal Zone.¹² One of the most important results of this survey was the recommendation that a junior college be established. The survey team estimated that the potential enrollment for a new junior college was 200 students and that "In view of the isolation of the Canal Zone and the social and economic status of the inhabitants it was reasonable to expect that virtually all of this potential enrollment would be realized."¹³

Engelhardt's survey made the following important suggestions:

In addition to the usual opportunities provided in similar junior colleges in the United States, instruction should be given in fields closely allied to the further development of the interests of the Canal Zone. The courses in this junior college should serve many purposes and many groups of people. It should be the school

¹¹Annual Report of the Superintendent of Schools (Balboa, 1930), p. 16.

¹²Members of the Columbia University Teachers College team that surveyed the Canal Zone schools in 1930, Appendix G.

¹³N. L. Engelhardt and George D. Strayer, Report of the Survey of the Schools of the Panama Canal Zone (Canal Zone, 1930), p. 152.

in which large numbers of students find their definite vocations in life; it should prepare directly students for the upper two years of college in the United States; it should provide opportunities for education for a large group of young men and women in the Canal Zone, who seek advancement beyond the positions which they now hold. In the junior college there should be established courses for men and women who would welcome the opportunity for further intellectual work. The junior college should become the intellectual and cultural center for the entire Canal Zone.¹⁴

This survey was the greatest single boost for the junior college movement in the Canal Zone, and as a result, the Engineering Division drafted specifications for a new junior-senior high school and junior college complex at an estimated cost of \$1,250,000.¹⁵

Williams submitted a request for \$625,000 in the 1931 budget.¹⁶ Unfortunately, the request reached Congress at the depth of the depression in the United States and funds for education were seriously curtailed. This congressional frugality caused the request to be rejected by the Bureau of the Budget in Washington.

In an effort to overcome this setback, Canal Zone officials, now in full support of further educational opportunities, established a temporary post-high school program which

¹⁴ Ibid.

¹⁵ Ben Williams, "Zone Junior College Work Outlined for Women's League by Superintendent of Schools," Panama American (Panama City), August 9, 1932.

¹⁶ Ibid.

offered courses in mathematics, science, composition, and Spanish. However, the transferability of these post-high school courses to colleges and universities in the United States was always doubtful.¹⁷

Parents were so convinced of the necessity for a college that they continued to write letters to the governor, and civic groups such as the Pacific Women's League, began to campaign for a college in the Zone by 1932. The following is an example of the many letters written by Canal Zone parents at that time:

Graduation is coming soon and we are going to have about the largest graduating classes from the Zone high schools this year that we have ever had . . . there will be no work for them on the Zone and neither they nor their parents for the most part have enough money to send them to the United States for college. . . . here are young men and women simply cast adrift, out of school and no chance of going higher. . . . the need of a junior college here is one of our major needs.¹⁸

United States citizens in the Canal Zone were unable to exert sufficient pressure however, and the economic conditions in the United States and the corresponding mood of Congress made it impossible to finance a junior college building as proposed by the Columbia University survey team.

¹⁷Governor Burgess to Susan Duff, member of the Balboa Women's Club, Records of the Executive Secretary on file at the Agency Record Center (Balboa, August 1, 1932).

¹⁸Letter from anonymous parent, The Panama American (Panama City), June 3, 1932.

School officials then proposed the construction of a wooden building that could be used jointly as a high school-junior college building. This was to have the dual purpose of providing facilities for the junior college and relieving the overcrowded high school. This idea won approval as is shown in the following memorandum from Superintendent Ben Williams:

Concerning the establishment of a junior college on the Canal Zone and the availability of funds for its establishment, it now appears that ample funds will be actually available for the construction and equipment of a temporary wooden building that will adequately house a junior college organization as well as the overflow enrollment from the Balboa High School, until permanent buildings can be supplied.

It is recommended that the establishment of a two-year junior college on the Canal Zone in connection with the Balboa High School organization to begin operation about October 1, 1933, be approved. That a wooden annex building be constructed and equipt at Balboa. That an appropriation of \$20,000 be requested for the fiscal year 1934 to cover expenses of operation. That in case appropriations to cover expenses of operation in whole or in part fails, a tuition charge be made to cover cost of instruction in whole or in such part as funds fail to provide.¹⁹

On August 1, 1932, Governor Burgess announced that the opening of the junior college was to be delayed pending (1) selection and appointment of a suitable faculty, (2) selection and purchase of a complete science laboratory,

¹⁹Ben Williams, Superintendent of Schools, to C. A. McIlvaine, Executive Secretary, Records of the Executive Secretary on file at the Agency Record Center (Balboa, July 6, 1932).

- (3) equipment for college work in physics and chemistry, and
- (4) selection of adequate library materials.²⁰

Another problem that had to be overcome was the proper use of allocated funds. Although funds were available for school purposes, they could not be used to equip the junior college because they were already specifically designated and under the existing regulations in the Canal Zone, could not be redesignated for junior college use without congressional approval. Junior colleges in the United States had three principal sources of income: local taxation, state aid, and tuition; however, in the Canal Zone the only sources available for junior college financing were federal appropriations and tuition.²¹

Employees of the Panama Canal continued to urge Canal Zone officials to find a way to provide the physical plant for the junior college and indicated that they would readily accept a tuition obligation in order to pay for the cost of instruction until such time as Congress authorized assistance.

School officials then found a way to utilize the appropriated funds. A temporary wooden building was constructed and designated as a junior high school. This vacated

²⁰Governor Harry Burgess to Susan Duff, member of Balboa Women's Club, Records of the Executive Secretary, on file at the Agency Record Center (Balboa, August 1, 1932).

²¹Reports on file from the Office of the Superintendent of Schools (Balboa, 1931).

classrooms on the third floor of the Balboa school, which after an expense of \$13,000 in alterations and remodeling, became the original home of the Canal Zone Junior College.²²

Tuition Rates are Established

Governor Burgess advised C. A. McIlvaine, Executive Secretary, on July 7, 1932, not to ask Congress for funds to cover college operations. Funds, therefore, were not included in the forthcoming budget; thus, to cover college expenses, arbitrary tuition rates were set as follows:

Annual Tuition Rates at the Canal Zone College:

1. Children of United States Government employees or retired \$150
2. Children of non-employees, United States citizens . . \$180
3. All others \$225.²³

These fees were based on estimated costs and enrollment figures and were subject to later revision.

The following day Elwyn Green, Panama Canal Auditor, sent the following memorandum to the Governor:

. . . I believe the rates suggested by McIlvaine in his memorandum are rather low.
 . . . I would suggest that, in lieu of the figures given by McIlvaine the rates for tuition be tentatively fixed at:

²²Annual Report of the Superintendent of Schools (Balboa, July 7, 1932), p. 13.

²³"Admission of Students to Canal Zone Junior College; Policy, Rules, Regulations, Tuition, etc.," File 91-A-10J, Agency Records Center (Balboa, July 28, 1932).

\$180 per year for children of government employees stationed on the Isthmus.

\$200 per year for children of American citizens who are not employees of the government.

\$225 per year for all others.

This scale of rates is only tentative, for the purpose of ascertaining how many pupils would be obtained on this basis. If as many as 100 pupils could be enrolled to commence the school year, then the tuition rates could be somewhat lowered; but I think the higher rates should be tentatively fixed now, with the understanding that if a hundred or more students are enrolled a reduction to the approximate cost of operation will be made.²⁴

Green's recommendations were accepted by the Governor and tuition rates at the Canal Zone Junior College were thus established.

The following special part-time rates were also approved:

1. \$1.50 per semester hour per month for government employees and their dependents.
2. \$2.00 per semester hour per month for all others.²⁵

The cost of a year's attendance at the Canal Zone Junior College was approximately \$250 for students residing on the Pacific side of the Isthmus. This included all

²⁴ Ibid.

²⁵ Ben Williams, Superintendent of Schools, to C. A. McIlvaine, Executive Secretary, File 91-A-10J, Agency Record Center (Balboa, October 25, 1933).

textbooks and incidentals and was considerably less than most colleges and universities in the United States.²⁶

Dean and Faculty Selected

After tuition rates were established, seniors in both Cristobal and Balboa High Schools, and all recent graduates, were sent questionnaires in order to determine the number of prospective students, and the course offerings that would best suit their needs. On the basis of this information, a tentative bulletin, with the course offerings and entrance requirements, was prepared and circulated to parents, high school students, accrediting associations, and colleges and universities in the United States.²⁷ A publicity campaign was conducted in the local press, and public meetings were held to acquaint Canal Zone citizens with the new junior college.

The first official act in connection with the Canal Zone Junior College took place with the appointment of Howard G. Spalding as principal of the new institution. The appointment was approved by Acting Governor Clarence S. Ridley and

²⁶ Ben Williams, Superintendent of Schools, to C. A. McIlvaine, Executive Secretary, Agency Record Center (Balboa, November 30, 1932).

²⁷ Canal Zone School Bulletin, File 91-E-506-J, Agency Record Center (Balboa, 1933).

was announced by Ben M. Williams, Superintendent of Schools.²⁸

Spalding, who graduated from Columbia University in 1929 with his Master of Arts degree, first came to the Canal Zone in September, 1929, as principal of the Balboa School, which consisted of grades one through twelve.²⁹ He was responsible for setting up the following aims and objectives for the Canal Zone Junior College:

1. To provide an equivalent of the first two years of work in standard liberal arts colleges and professional schools.

2. To give the student about to complete his general education a unitary conception of our developing civilization and to train for social citizenship in American civilization.

3. To provide specialized vocational training on a semi-professional level.

4. To guide the student in the choice of a suitable vocation or institution of higher learning or both.

5. To provide for any qualified adults who wished to continue their self-education, instruction appropriate to their needs.³⁰

Because the Canal was one of the world's greatest engineering feats, the Governor of the Canal Zone wanted the new junior college to be an engineering preparatory institution. This view was expressed by Governor Burgess in a

²⁸Seymour Paul, Chief of the Bureau of Statistics, to press, File 91-E-506-J, Agency Record Center (Balboa, December 2, 1932).

²⁹Photographs of Balboa School, 1933, Appendix H.

³⁰"Aims and Objectives for the Canal Zone Junior College," The College Prospectus, Agency Record Center, Balboa, November 26, 1932.

letter issued on August 1, 1932:

The primary purpose of the new junior college in the Canal Zone will be to offer standard college courses that will be recognized and credited toward a degree in engineering colleges and liberal arts colleges in the United States . . . when this preparatory mission has been accomplished and after the enrollment increases to warrant, more liberal provisions should be made in the form of courses especially designed for pupils who expect to terminate their work at the end of the junior college course.³¹

Governor Burgess was therefore influential in establishing the first educational philosophy of the Canal Zone Junior College based on the engineering needs of the Canal.

The next major task was the selection of a suitable faculty. All applications of prospective faculty members were thoroughly scrutinized, and leading universities were asked to recommend prospective candidates. Character and personality traits were prime factors in the selection of the new faculty, therefore Zone officials did not rely on routine recommendations, but carried on personal correspondence with administrators in order to obtain a more complete description of each applicant.

Most accrediting associations in the United States required that a junior college have at least five teachers employed specifically for college instruction, with each

³¹Governor Harry Burgess, to Susan Duff, member of Zone Women's Club, Records of the Executive Secretary on file in the Agency Record Center (Balboa, August 1, 1932).

giving the major portion of his time to college subjects.³²

Table VII lists the names of the first Canal Zone Junior College faculty and their subject areas.

TABLE VII
FIRST CANAL ZONE JUNIOR COLLEGE FACULTY AND THEIR
SUBJECT AREAS, 1933

Instructor	Subject
Howard G. Spalding	Principal
Chalmers S. Carson	Modern languages
Leonard C. Flowers	Science
Allan J. Meadowcraft	Mathematics
Dorothy B. Moody	English-Dean of Women
Harold F. Wilson	Social science
Rowena Wellman	Commercial

Source: "Canal Zone Junior College Faculty for Year 1933," Records of the Executive Secretary on file at Agency Record Center, File 91-E-506J (Balboa, April 25, 1933).

The instructors selected were found to be well qualified in their subject matter.³³ All instructors were engaged at least six months before they were to begin work, if possible, so they had ample opportunity to organize courses, recommend suitable library books, textbooks, and teaching materials, and prepare for duties.

³²Edgar D. Lee, President of the American Association of Junior Colleges, to Ben Williams, Superintendent of Schools, Agency Record Center (Balboa, January 14, 1928).

³³Members of the first faculty of Canal Zone Junior College, with data on the education and professional experience of each, Appendix I.

Salaries for junior college instructors were approved on November 9, 1932, as follows:

<u>Year of Service</u>	<u>Per Month on a 9 Month Basis</u>
First	\$319
Second	333
Third	347
Fourth	361. ³⁴

Funds for the above positions were expected to be available during the fiscal year from tuition, but in case the enrollment was small during the opening year of the junior college it was decided that high school classes would be assigned to the college instructors in order to help them achieve their required teaching load. In this way funds appropriated by Congress for the high school could also be utilized to support the junior college faculty.³⁵

Opening of Canal Zone Junior College

With the opening of the junior college in September, 1933, officials felt it necessary to discontinue the post-graduate courses that had been offered at the high school. Superintendent Williams stated the following reasons:

There are a few graduates of the Balboa and Cristobal High schools who are either unable to pay junior college tuition or desire to avoid the charge, who are applying for admission as post-graduate students in the two high schools, which would afford them thirteen years of free schooling.

³⁴Ben Williams, Superintendent of Schools, to Executive Secretary C. A. McIlvaine, File 91E-506-J, Agency Record Center (Balboa, December 17, 1932).

³⁵Ibid.

We have had considerable experience with postgraduate students during the past two years and it is agreed that their work is not effective as they are associated with the underclassmen and lose interest in the scholarship easily.

The cost computed for students in the Cristobal high school last year was \$170.19 per pupil for the year, which means that students who might take an extra year of high school work after graduation would have that much advantage over the students attending the junior college and whose parents are supporting this institution on a tuition basis.

It is recommended that the admission of postgraduate students in the Canal Zone high schools therefore be discontinued.³⁶

The inaugural assembly of the Canal Zone Junior College took place on the patio of the high school-junior college building in the presence of a large gathering of people from the community, students attending the junior college, and high school students. The assembly was presided over by Howard G. Spalding, Principal. Music was furnished by a portion of the high school orchestra. Brief addresses were made by Executive Secretary C. A. McIlvaine, Superintendent of Schools Ben Williams, and Acting Governor Julian Schley.³⁷

In his address the Acting Governor made the following remarks:

While this Junior College is established primarily for the sons and daughters of our

³⁶Ben Williams, Superintendent of Schools, to Executive Secretary C. A. McIlvaine, File 91E-506-J, Agency Record Center (Balboa, September 5, 1933).

³⁷"Governor J. L. Schley Addresses More than 300 Guests at Inaugural of Canal Zone Junior College," The Star and Herald (Panama City), September 27, 1933.

employees we have considered it desirable to open its doors to the sons and daughters of our neighbors in Panama and other nearby countries. We have unsurpassed opportunities here for the cultivation of friendly relations with our neighbors and I sincerely hope that every student of this college and high school will try to cultivate the friendship and good will of these young men and women from other lands. Each has much to learn from the other: manners, customs, points of view.

I suggest to you that you keep an open mind and a friendly spirit and never be guilty of intolerance.³⁸

In this opening ceremony the Governor of the Canal Zone enjoined the college to fulfill its unique opportunity to be a foreign relations laboratory.

³⁸ Ibid.

CHAPTER III

ACCREDITATION

The Canal Zone Junior College began its first year under the direction of Howard G. Spalding, whose most memorable achievement was the obtainment of national recognition by the American Association of Junior Colleges. The problem of transferability has always been extremely important to the Canal Zone schools. In 1929 the two high schools at Cristobal and Balboa were accepted by the Middle States Accrediting Association¹ and recognition of the Canal Zone Junior College by educational institutions in the United States was as essential.

In the summer before the opening of the college, Ben Williams, Superintendent of Schools, corresponded with Doak Campbell, Secretary-Treasurer of the American Association of Junior Colleges, concerning the accreditation of the Canal Zone Junior College. Williams attended the annual meeting of the American Association of Junior Colleges in Cincinnati

¹Arthur Jones, Acting Chairman, Middle States Accrediting Association, to Ben Williams, Superintendent of Schools, File 91-B-4, Part 2, Agency Record Center (Balboa, 1929).

in February, 1933, to confer with Campbell and other members of the Executive Committee.²

Richard Cox, member of the Executive Committee, was sent on March 24, 1934, to the Canal Zone to inspect the junior college facilities and to study the plans and construction progress of the newly proposed college building.³ A favorable report was submitted by Cox, and on May 4, 1934, one year after the initial inquiry, Williams received official notification from Campbell that the Canal Zone Junior College was officially recognized by the American Association of Junior Colleges.⁴

N.I.R.A. Funds

The Canal Zone Junior College had not yet opened its doors when the Roosevelt administration, in an effort to alleviate unemployment, initiated legislation "to encourage National Industrial Recovery, to foster fair competition and to provide for the construction of certain useful public works." This emerged as Bill H.R. 5755 and was passed on

²Ben Williams, Superintendent of Schools to Doak Campbell, Secretary-Treasurer of the American Association of Junior Colleges, File 91-B-4, Part 2, Agency Record Center (Balboa, May 4, 1933).

³Memorandum for press, File 91-B-4, Agency Record Center (Balboa, March 26, 1934).

⁴Ibid., May 4, 1934.

May 26, 1933.⁵ However, either by oversight or design, the Canal Zone was not included in this legislation. With the regular annual appropriations reduced due to the depression, Zone officials realized that only by securing N.I.R.A. funds could normal operation and needed construction of Canal Zone schools continue.

Governor Julian L. Schley informed Secretary of War George H. Dern that funds were urgently needed for the proper operation and maintenance of the Panama Canal and its supporting facilities. He stated, "If no funds can be made available during the year, we shall probably lose many valuable workmen of long experience and service."⁶ He also pointed out that failure to provide funds would create a serious situation on the Isthmus of Panama, for not only would it force many United States citizens to return to the United States and add to the unemployment there, but it would increase the already acute unemployment situation in the Republic of Panama. The Panama situation was primarily due to laborers brought to the Isthmus during the period of canal construction, who, when released from employment with the Panama Canal Company, had no place to go except to the

⁵Executive Order to Administration of Public Works from Franklin Roosevelt, File 63-E-6, Part 2, Agency Record Center (Balboa, July 8, 1933).

⁶George Dern, Secretary of War, to Pat Harrison, Chairman of Finance, United States Senate, File 63-E-6, Agency Record Center (Balboa, June 2, 1933).

terminal cities of Panama and Colon. Therefore, any funds furnished for construction in the Canal Zone would provide employment for United States citizens and would enable the United States to meet a moral obligation to the Republic of Panama.

Based on the Governor's recommendation, Secretary of War Dern wrote Senator Pat Harrison, Chairman of the Committee on Finance, U.S. Senate, and recommended

. . . that there be included in Bill H.R. 5755 which passed the house on May 26, 1933, and is now pending before this committee, a provision which will authorize expenditures for necessary public works in the Canal Zone. It is believed that this can be accomplished by the following amendment: Page 15, line 6, insert the words "The Canal Zone" after the words "Puerto Rico."⁷

A radiogram from Washington dated July 31, 1933, advised Governor Schley that the President had approved allocation of funds for public works, including \$1,000,000 for the Panama Canal.⁸ On August 10, 1933, Harold L. Ickes, Administrator of Public Works, approved the transfer of United States Treasury funds for the six projects listed in Table VIII.

⁷ Ibid.

⁸ Seymour Paul, Chief of Bureau of Statistics, to press, File 63-E-6, Agency Record Center (Balboa, August 1, 1933).

TABLE VIII
ALLOCATION OF FUNDS, PANAMA CANAL COMPANY, 1933

Site	Project	Amount
Cristobal	Dock 14	\$ 25,000
Cristobal	Dock 15	350,000
Various	Quarters for Gold Employees	175,000
Balboa	High School and Junior College	300,000
Paraiso	One Barge, 1,000 Cu. Yd.	100,000
Gamboa	Dredging Division	50,000
		\$1,000,000

New Canal Zone Junior College Building

The availability of N.I.R.A. funds made it possible to reanimate the original expansion plans proposed by the Columbia University Survey in 1930. The \$300,000 allotted would be used for the construction of a permanent junior college building, the first unit of a \$1,250,000 complex that would house the Canal Zone Junior College and Balboa Junior-Senior High School.⁹

This new building was to be located in Balboa, a town-site that had once been a mangrove swamp and had been created by fill from the Canal. Engineering tests indicated that a large permanent building would require the use of approximately 280 wooden piles, a minimum of 50 feet long to

⁹Annual Report of the Superintendent of Schools (Balboa, 1933), p. 15.

prevent settling.¹⁰ Construction was delayed until the piles arrived from the United States on November 1, 1933; however, when construction began, the pile driver operated twenty-four hours a day, much to the chagrin of local residents.¹¹

After ten months of concentrated effort the new home for the Canal Zone Junior College was completed and ready for occupancy. The building was a three-story structure of reinforced concrete, 204 feet long and 64 feet wide.¹² The roof was constructed of red Spanish tile, and the floors were finished in red quarry tile. The awning style windows were equipped with venetian blinds to control glare and ventilation. The first floor was designated for physics, chemistry, biology, general science, laboratories, and music. Commercial, fine arts, and home economics facilities were on the second floor, and mechanical drawing, offices, and lecture rooms were on the third floor. The new building was one of the most modern educational facilities of its day.¹³

¹⁰Ben Williams, Annual Report of the Superintendent of Schools (Balboa, 1933), p. 16.

¹¹Statement by Fred Meade, Chief Records Management Branch, Balboa, Canal Zone, October 14, 1972.

¹²Photograph, Canal Zone Junior College, Appendix J.

¹³Description of Canal Zone Junior College building, Appendix K.

Student Tuition

In the summer of 1933, Williams, Superintendent of Schools, was the first to challenge the proposed tuition rates for the Canal Zone Junior College, and he suggested that the Schools Division re-examine the tuition policy and initiate the following steps:

1. Publicize the fact that tuition was tentative, depending on enrollment, thus encouraging enrollment and reducing the per-pupil cost.

2. Establish dormitories in Balboa for the accommodation of Atlantic side students.

3. Ask Congress for appropriated funds.

He argued that since Congress had allotted \$10,000 to conduct a survey of the educational needs in the Canal Zone, and had spent money to construct school facilities, it would be logical for them to grant the funds necessary for the operation and maintenance of these facilities. Although Executive Secretary McIlvaine agreed with Williams' arguments, the Governor did not concur and no changes took place.¹⁴

Two years later, in an effort to secure funds to cover college operating costs and thereby lower tuition, A. L. Flint, Chief of Office, Panama Canal Company in Washington,

¹⁴"Admission of Students to Canal Zone Junior College: Policy, Rules, Regulations, Tuition, Charges, etc.," File 91-A-10J, Agency Records Center (Balboa, July, 1933).

contacted the Department of the Interior requesting that the Canal Zone be included in the Morrill-Nelson Act. The request was not approved by the United States Office of Education on June 18, 1935, on the grounds that the Canal Zone did not qualify as a territory under this law.¹⁵

Continued high tuition brought a growing number of complaints to the Governor, principally from the Atlantic side. The policy of the Panama Canal Company to assign housing according to the needs of the government allowed employees little choice in their place of residence. Thus, Atlantic side parents saw few advantages in the Canal Zone Junior College over institutions in the United States. Their dependents faced a hundred miles of daily commuting or the expense of room and board; therefore, they felt that the junior college did not meet its original objective of providing local facilities for higher education for all residents of the Canal Zone.

A study of Table IX indicates that the Canal Zone Junior College served Pacific side students 3.6 times more effectively than Atlantic side students. It should be noted that the students from Balboa High School, who were in close proximity to the junior college, were 4.5 times more likely

¹⁵Bess Goodykoontz, Acting Commissioner, Office of Department of Interior, to A. L. Flint, Chief of Office, Panama Canal Washington Office, Agency Record Center (Balboa, June 18, 1935).

TABLE IX
CANAL ZONE JUNIOR COLLEGE MATRICULANTS AND GRADUATES BY
SCHOOLS, 1933-1944

Item	Balboa	Cristobal	Others*
Number of high school graduates, 1933-44	1,650	757	0
Matriculants, Canal Zone Junior College, 1933-45 (day school only)	620	78	322
Percent matriculating, 1933-45	37.6	10.3	0
Number high school graduates, 1933-42	1,478	660	0
Graduates, Canal Zone Junior College, 1935-44	179	18	63
Percent graduating, 1935-44	12.1	2.7	0

*Predominantly military transfer students and students from the Republic of Panama.

Source: Annual Reports, Division of Schools, 1933-1944.

to receive degrees from Canal Zone Junior College than students from Cristobal.

Cristobal residents officially petitioned Governor Ridley to grant tuition and transportation concessions, but the Governor rejected the request as he felt that it would be difficult to justify the approval of special concessions to students of Gatun and Cristobal without giving the same consideration to students in Gamboa and Pedro Miguel.¹⁶

Such concessions would also place the Panama Canal Company in a vulnerable position in respect to requests from parents

¹⁶Map of townsites and their locations, Appendix L.

for free transportation for those high school students who lived in townsites where high school facilities were not provided. The Governor, therefore, countered the request with the following plan:

1. Reduce the railroad fares to ten cents each way for the Atlantic side college students.

2. Start the college classes one hour later, thereby allowing Atlantic side students to live at home and making it easier for them to commute to Balboa.¹⁷

Ben Williams, Superintendent of Schools, asked Hosler, Dean of the junior college, to investigate the merit of the plan and to poll the parents concerned. Hosler reported that few parents favored such a commuting plan and indicated that class time and train rides together would require a thirteen-hour day.¹⁸ Realizing that the commuting plan was unsatisfactory, Governor Ridley requested the Division of Schools to investigate further ways and means of equalizing junior college costs for all residents of the Canal Zone. Based on the Governor's request, Lawrence Johnson, Assistant Superintendent of Schools, constructed a questionnaire and

¹⁷Clarence Ridley, Governor, to C. A. McIlvaine, Executive Secretary, Reports on file from the office of the Superintendent of Schools, File 91-E-506-J, Agency Record Center (Balboa, August 11, 1973).

¹⁸Ben Williams, Superintendent of Schools, to Hosler, Dean of Canal Zone College, Annual Report of the Superintendent of Schools (Balboa, August 21, 1937), p. 3.

surveyed 223 public junior colleges in the United States.¹⁹ This survey revealed a wealth of information on tuition fees, transportation policies, student-teacher ratios, sources of revenue, tax structures, and many other enlightening facts. The report showed that

1. The 125 students enrolled full-time in the junior college constituted 0.43 percent of the total United States population in the Zone. Table X shows this is a higher percentage than the average public junior college district in the United States.

2. The college has a lower student-teacher ratio than the average United States junior college.²⁰

3. The college received 76 percent of its support from tuition fees compared to 20.2 percent for the average junior college in the United States.

4. The average junior college in the United States received 23.1 percent of its support through local taxation. Canal Zone residents paid no direct tax for support of the Canal Zone Junior College.

5. In the United States ninety-four publicly controlled junior colleges were open free of tuition to residents of their local school districts, as can be seen in Table XI.

¹⁹Lawrence Johnson, Tuition Study (Balboa, 1939), p. 2.

²⁰See Table X, p. 56.

TABLE X

RELATIONSHIPS BETWEEN DISTRICT POPULATIONS AND ENROLLMENTS AND BETWEEN ENROLLMENTS AND NUMBERS OF FULL TIME INSTRUCTORS IN PUBLIC JUNIOR COLLEGES OF THE UNITED STATES

State	Number Junior Colleges Reporting	Average Total Population of Junior Coll. District	Average Enrollment	% Enrollment of Total Population	Average No. Full Time Instructors	No. Students per Instructor
Ariz.	2	65,000	414	0.64	18	23.0
Ark.	3	67,500	299	0.44	20	14.9
Calif.	34	95,258	972	1.02	45	25.2
Colo.	1	25,000	290	1.16	13	22.3
Ga.	3	100,000	303	0.30	14	21.6
Idaho	1		1,100		85	13.0
Ill.	7	57,000	1,870	1.52	33	26.3
Ind.	1	100,000	185	0.18	17	10.9
Iowa	18	7,428	78	1.04	4	19.5
Kan.	4	50,333	299	0.59	13	23.0
La.	1	240,000	466	0.19	18	25.8
Mich.	6	68,667	357	0.52	17	21.2
Minn.	4	42,957	341	0.79	22	15.4
Miss.	7	44,000	383	0.87	21	18.2
Mo.	4	35,000	215	0.61	13	16.5
Neb.	2	10,000	115	1.15	4	28.7
N. J.	1	100,000	110	0.11		
N. D.	2	35,000	97	0.27	12	8.0
Okla.	11	23,167	195	0.83	11	17.7
Penn.	3	88,667	101	0.11	9	11.2
S. Dak.	1		280		29	9.6
Tenn.	2	1,000,000	438	0.04	26	16.8

TABLE X--Continued

State	Number Junior Colleges Reporting	Average Total Population of Junior Coll. District	Average Enrollment	% Enrollment of Total Population	Average No. Full Time Instructors	No. Students per Instructor
Texas	16	32,357	357	1.10	19	18.8
Utah	4	55,000	321	0.58	26	12.3
Wash.	2	100,000	205	0.20	7	29.3
Averages	140	106,188	351.6	0.33	20.6	17.0
Canal Zone	1	53,000	125	0.43		

Source: Lawrence Johnson, Roger Collinge, and Roger Hackett, "Justification for Reduction in Junior College Tuition Rates," File 91-A-10J, Agency Record Center (Balboa, March 5, 1945), p. 4.

TABLE XI

ANNUAL RESIDENT TUITION RATES IN 240 PUBLICLY CONTROLLED JUNIOR COLLEGES IN THE UNITED STATES IN 1939-1940

Tuition Range	Number of Junior Colleges	Percent Junior Colleges
\$ 0	94	39.2
1- 24	8	3.3
25- 49	14	5.8
50- 74	41	17.1
75- 99	32	13.3
100-149	40	16.7
150-199	5	2.1
200-249	5	2.1
250-299	0	. . .
300-349	1	0.4
Total	240	100.0

Source: Lawrence Johnson, Roger Collinge, and Roger Hackett, "Justification for Reduction in Junior College Tuition Rates," File 91-A-10J, Agency Record Center (Balboa, March 5, 1945).

Data also showed that during 1939-1940 only eight public junior colleges had a higher annual tuition rate than the Canal Zone Junior College.²¹

6. Resident students at the Canal Zone Junior College pay 2.73 times the tuition fees as do residents of the typical junior college districts in the United States. This can be seen in Table XII.

7. Tuition rates for non-residents at the Canal Zone Junior College are 2.47 times greater than non-resident

²¹Lawrence Johnson, Tuition Study, File 91-E-506-J, Agency Record Center (Balboa, 1938), p. 11.

TABLE XII

COMPARISON BY STATE AVERAGES OF PUBLIC JUNIOR COLLEGE
RESIDENT AND NON-RESIDENT TUITION RATES

State	Number Reporting	Tuition Rates	
		Annual Resident	Annual Non-Resident
Arizona	2	\$ 10.00	\$ 45.00
Arkansas	3	78.33	81.66
California	34	0.67	0.38
Colorado	1	0.00	75.00
Georgia	3	65.00	102.00
Idaho	1	44.00	60.00
Illinois	7	38.57	205.35
Indiana	1	120.00	120.00
Iowa	18	93.63	94.32
Kansas	4	12.40	44.00
Louisiana	1	40.00	40.00
Michigan	6	65.00	120.83
Minnesota	4	23.50	36.25
Mississippi	7	9.16	40.66
Missouri	4	40.00	87.50
Montana	1	.	.
Nebraska	2	71.00	71.00
New Jersey	1	150.00	150.00
North Dakota	2	28.50	53.50
Oklahoma	11	57.18	57.18
Pennsylvania	3	236.66	236.66
South Dakota	1	70.00	70.00
Tennessee	2	79.50	124.50
Texas	16	91.43	99.46
Utah	4	72.75	107.75
Washington	2	150.00	150.00
Averages	141	65.89	90.92
Canal Zone	1	180.00	225.00

Source: Lawrence Johnson, Tuition Study, File 91-E-506-J, Agency Record Center (Balboa, 1938), p. 11.

tuition rates in the average public junior college in the United States (see Table XII).

8. Sixteen and six-tenths percent of the public junior colleges surveyed in the United States offered free transportation.

9. None of the junior colleges surveyed attempted to equalize costs for students who commuted.

Based on the information gathered from the Johnson study, E. A. Erbe, Administrative Advisor, sent Governor Ridley the following arguments for and against a reduction in tuition fees:

A. The arguments against tuition fee reduction were:

1. Revenues received from tuition fees were insufficient to cover instructional and other costs.

2. If there was a real need for a junior college in the Canal Zone and the residents of the community desired to retain it as a part of the local educational system, they should support the college financially, at least to the extent of meeting all or the greater part of expenses such as teachers, salaries, etc.

3. While no tuition fee is charged by a number of junior colleges and state universities in the United States, funds for the support of these institutions are raised by taxes against property and such, thus tuition is not free in the same sense as it would be in the Canal Zone where the citizens pay no taxes. Also in the absence of tuition fees, funds would be appropriated

by Congress; thus, the residents of the community would bear no portion of the burden of educational costs.

4. Since the Canal Zone community pays no part of the cost of its primary educational system, it may be desirable to just reduce the tuition charges gradually to \$100 a year rather than to grant free tuition.

B. The arguments for the tuition fee reduction were:

1. Congress appropriates \$50,000 annually to each state and to the territories of Alaska, Hawaii, and Puerto Rico for the support of colleges.

2. Tuition rates in the Canal Zone are higher than the rates in institutions of higher learning in Alaska, Hawaii, Puerto Rico, and the Philippines.

3. Approximately 70 percent of the pupils attending junior colleges in the United States pay no tuition.

4. Tuition fees in the Canal Zone exceed fees for non-resident pupils in a number of the state universities (see Table XII, p. 59).

5. A reduction in fees, if followed by increased attendance, would not necessitate additional appropriations for the reason that on a per-pupil basis larger classes can be handled at less pro-rata expense per pupil.

6. Residents on the Atlantic side pay \$500 per year per student, which means that the difference

between this cost and sending students to state colleges is very little.

7. Because tuition limits attendance, higher rates tend to defeat the true purpose for which the junior college was established.²²

Unable to make a decision, Governor Ridley asked Williams to find additional information concerning the tuition problem. Williams submitted a report which pointed out the estimated reduction in revenue which would result from the proposed tuition changes. These figures are shown in Table XIII.

TABLE XIII

ESTIMATED REDUCTION IN REVENUE AS A RESULT OF REDUCED TUITION
1939

	Average Enrollment	Tuition Reduced	Reduction
Children of U.S. government employees	101	\$180 to \$100 (\$80)	\$8,080
Children of U.S. citizens	11	\$200 to \$150 (\$50)	550
Children of all others	13	\$225 to \$200 (\$25)	325
Total			\$8,955

Source: Ben Williams to Governor Ridley, File 91-E-506-J, Agency Record Center (Balboa, June 30, 1939).

²²E. A. Erbe, Administrative Advisor of the Canal Zone Government, to Governor Clarence Ridley, File 91-A-10J, Agency Record Center (Balboa, June 10, 1939).

Williams felt that the proposed rates were reasonable and that the reduction was definitely in the interest of the government service; therefore, he recommended that ". . . a special item of \$8000 be placed in the budget for the year 1941 to offset the estimated reduction in the junior college revenue."²³ This request was disallowed by the Bureau of the Budget in 1941 and again in 1942. No further progress was made on the tuition issue for the duration of the war.²⁴

After the termination of the war, more funds became available, as can be seen in Table XIV. On July 6, 1946, after a thirteen-year struggle, Williams and Johnson finally succeeded in obtaining a lower tuition for the Canal Zone Junior College.²⁵ Governor Mehaffey approved the reduction in junior college tuition rates, and \$11,400 was obtained in the 1947 appropriations in order to offset the loss in tuition for the schools.²⁶ The new tuition rates for full-time students were as follows:

²³Ben Williams to Governor Ridley, File 91-E-506-J, Agency Record Center (Balboa, June 30, 1939).

²⁴R. A. Patterson, Chief Accountant, to Governor Clarence Ridley, File 91-E-506-J, Agency Record Center (Balboa, March 22, 1945).

²⁵Governor Joseph Mehaffey to Arnold Bruckner, Comptroller, Panama Canal Company, File 91-A-10J, Agency Record Center (Balboa, July 1, 1946).

²⁶Ibid.

	Annual Tuition Rates	
	Old	New
U.S. government employees	\$180	\$ 50
U.S. citizens, not employees of the U.S. government	\$200	\$100. ²⁷

There was no change made in the rate for "All Others"; they continued to pay the same rate of \$225 per year.²⁸

TABLE XIV
CANAL ZONE SCHOOL EXPENDITURES, 1933-1954

Year	Expenditures
1933	\$ 392,531.52
1934	358,503.75
1935	388,042.00
1936	430,597.76
1937	433,000.42
1938	455,246.46
1939	476,016.97
1940	483,007.42
1941	470,363.90
1942	576,363.90
1943	560,276.26
1944	584,305.24
1945	596,464.00
1946	708,400.00
1947	973,273.17
1948	1,031,191.93
1949	1,233,346.19
1950	1,543,148.01
1951	1,738,566.07
1952	1,722,272.00
1953	1,754,024.00
1954	1,637,476.00

Source: Canal Record, Mount Hope, Canal Zone, 1933-1954.

²⁷Ibid.

²⁸Ibid.

The following reductions were made in the part-time tuition rates:

	<u>Per Semester Hour</u> <u>Old</u>	<u>Per Semester</u> <u>New</u>	<u>Per Semester</u> <u>Reduction</u>
U.S. government employees, each student	\$6.75	\$2.00	\$4.75
American citizens, non-employees, each student	\$6.75	\$3.50	\$3.25
All others, each student	\$9.00	\$9.00	----- ²⁹

This tuition remained the same until 1951-52, when the large drop in enrollment necessitated an increase in tuition fees once again.

Student Enrollment

World War II had a marked effect on the enrollment at the Canal Zone Junior College, which can be readily seen by a study of Table XV. Except for the years 1936-37, the enrollment at the college had grown slowly, but the war created an acute labor shortage in the Canal Zone and caused many high school and junior college students to choose jobs over the classroom. When the full effect of the draft reached the Canal Zone in 1943, the junior college enrollment plunged below 100. This decline was stemmed when Zone officials accepted the Education Policies Commission's recommendation and allowed high school students to enroll in the junior college under the following conditions:

²⁹Ibid.

TABLE XV
 FULL-TIME ENROLLMENT STATISTICS, CANAL ZONE COLLEGE,
 1933-1955

Year	Total Enrollment	New Students	Graduates
1933-34	65	65	
1934-35	86	57	24
1935-36	126	91	24
1936-37	105	64	30
1937-38	134	100	22
1938-39	165	103	41
1939-40	166	111	30
1940-41	168	133	27
1941-42	176	142	30
1942-43	94	72	11
1943-44	120	102	18
1944-45	77	54	18
1945-46	119	97	19
1946-47	259	187	46
1947-48	232	149	52
1948-49	245	170	39
1949-50	256	159	58
1950-51	215	138	41
1951-52	116	77	24
1952-53	191	138	28
1953-54	218	154	33
1954-55	189	129	35
Totals	3,522	2,592	650

Source: Canal Zone Junior College Catalog No. 1-23 (Balboa, 1933-1955).

1. They had earned at least twenty-four high school credits, including at least four in English.
2. They rank in the upper fourth of their class.
3. They are recommended by their high school principal.³⁰

³⁰Ben Williams, Annual Report of Superintendent of Schools (Balboa, July 20, 1943), p. 13.

Another measure taken was the establishment of a special one-year war-time curriculum in engineering and commercial fields, as shown in Tables XVI and XVII.

TABLE XVI
FRESHMAN COMMERCIAL TERMINAL WAR CURRICULUM, 1943-1944

Course	First Semester		Second Semester	
	Credit Hours	Class Hours	Credit Hours	Class Hours
Accounting	4	5	4	5
Business Law	2	2	2	2
Elementary Shorthand	5	5	5	5
Elementary Typing	5	10	5	10
Business English	3	3	3	3
Physical Education	1	2	1	2
Total	20	27	20	27

Source: Annual Report of Superintendent of Schools (Balboa, 1943), p. 14.

It was hoped that this program would better prepare the students to aid the war effort and encourage them to continue their studies in the post-war years.

The continued manpower drain of the war dropped the 1944-45 junior college enrollment to seventy-seven students, the lowest since the inception of the college.³¹ However, during this same year, the Congress of the United States

³¹Full-Time Enrollment Statistics at Canal Zone College, 1933-1955, Table XV, p. 66.

TABLE XVII

FRESHMAN ENGINEERING TERMINAL WAR CURRICULUM, 1943-1944

Course	First Semester		Second Semester	
	Credit Hours	Class Hours	Credit Hours	Class Hours
Engineering Drawing	4	9	4	9
Materials of Construction	2	3	2	3
Engineering Math I	5	5	5	5
Inorganic Chemistry	4	8	4	8
General Physics	4	9	4	9
Physical Education	1	2	1	2
Total	20	36	20	36

Source: Annual Report of Superintendent of Schools (Balboa, 1943), p. 14.

passed the Servicemen's Readjustment Act, commonly known as the G.I. Bill, which was the greatest boon to college education since the Morrill-Nelson Act.³² This bill gave hundreds of thousands of men and women the opportunity to attend college. When returning Canal Zone veterans recognized their opportunity to continue their education, the enrollment at the junior college quickly increased to over 250 students.³³

Although full-time enrollment dropped during the war, the part-time or extension division increased significantly,

³²Annual Report of Superintendent of Schools (Balboa, July 20, 1946), p. 15.

³³Full-Time Enrollment Statistics at the Canal Zone College, 1933-1955, Table XV, p. 66.

as shown in Table XVIII. This played an important part in preventing the closing of the junior college.

TABLE XVIII
END OF YEAR REPORT ON EXTENSION CLASS ENROLLMENT,
CANAL ZONE COLLEGE

Year	Balboa	Cristobal	LaBoca	Rainbow City	Total
1935	14				14
1936-43*					
1943	729	266			995
1944	627	154			781
1945	474	73			547
1946	541	34			575
1947	285	40			325
1948	412	30			442
1949	580	117			697
1950	389	14			403
1951	273	28			301
1952	137	52			189
1953	206	10	27	34	277
1954	183		47	34	264
1955	146	16			162
1956	238	0			238
1957	153	22			175
1958	80	22			102
1959	119	32			151
1960	61	17			78

*No records available.

Source: Annual Report of the Canal Zone College, 1943-1960.

Extension Classes

In an attempt to serve the adult community, the Canal Zone Junior College established its first extension class on January 3, 1935. This was a course in elementary accounting under the direction of Rowena Wellman of the College Commercial Department. The course ran for four and one-half months and covered one semester of college work. Fourteen students enrolled in the class.³⁴

The adult community in the Canal Zone was limited to this extension class until 1938 when the college opened up a number of courses scheduled in the late afternoon and evening. The classes were held both at Cristobal and Balboa and met on the days and at the hours found to be most convenient for those enrolled in them. Among the courses offered were shorthand, typewriting, accounting, Spanish, engineering, mechanics, and electricity. Additional courses were added according to the demand for them.³⁵

The tuition was \$1.50 per month per semester hour for employees of the Panama Canal and Panama Railroad Company and for non-employees who were United States citizens, and \$2.00 per month per semester hour for all others.³⁶

³⁴Ben Williams, Superintendent of Schools, to press (Balboa, January 3, 1935).

³⁵Records on file from the Office of the Superintendent of Schools, File 91-E-506-J, Agency Record Center (Balboa, July 20, 1945).

³⁶Ibid.

With the onset of the war and an influx of servicemen, an effort was made by the military authorities and school officials to provide educational opportunities that would fill their off-duty hours. In 1942, enrollment in Extension Division courses was over 1,000, requiring the services of 32 teachers.³⁷ The following year 1,500 catalogs were printed and distributed to the various armed forces establishments and to all YMCA's and USO clubs.³⁸

The reduction in enrollment in 1944-46 was due mainly to members of the armed forces leaving for overseas. Also, the armed forces extended its own program, giving services which men had previously sought in extension courses offered at the Canal Zone Junior College.³⁹ Even though the demand for Extension Division courses declined during the post-war years, it had become a significant part of the Canal Zone Junior College curriculum.

Chairman of the Faculty

Fred W. Hosler replaced Spalding in 1935 and served as Principal of the high school and Dean of the college until 1940 when the college gained its own identity and separate administration under Roger C. Hackett, who was designated

³⁷ Ben Williams, Annual Report of Superintendent of Schools (Balboa, July 20, 1945), p. 15.

³⁸ Ibid.

³⁹ Ibid.

"Chairman of the Faculty." Hackett arrived on the Isthmus in 1930 and was employed as a social studies teacher at Cristobal High School, where he remained for three year. When Harold F. Wilson, the original instructor of history at the Canal Zone Junior College resigned, Hackett was appointed to succeed him.⁴⁰

Hackett continued his regular fifteen-hour teaching load as well as his administrative duties. On August 1, 1943, this position was changed from a nine-month position to a full-time position. In March, 1944, his title was changed to Dean, without a change in his duties or grade.⁴¹

A complete list of chief administrative officers who have served at the Canal Zone Junior College from 1933-1973 is shown in Table XIX.

TABLE XIX

CHIEF ADMINISTRATIVE OFFICERS, CANAL ZONE COLLEGE, 1933-1973

Date	Name	Title
1933-1935	Howard G. Spalding	Principal
1935-1941	Fred W. Hosler	Principal & Dean
1941-1943	Roger C. Hackett	Chairman of Faculty
1943-1961	Roger C. Hackett	Dean
1961-1964	Charles L. Latimer	Dean
1964-1968	Donald Skinner	Dean
1968-	Glen Murphy	Dean

Source: Annual Report of Superintendent of Schools, Agency Record Center (Balboa, 1933-1973).

⁴⁰Letter from Roger Hackett, former Dean of Canal Zone College, Raleigh, North Carolina, July 29, 1972.

⁴¹Annual Report of Superintendent of Schools, Agency Record Center (Balboa, July 20, 1944), p. 14.

CHAPTER IV

YEARS OF CHANGE

Introduction

The 1950's were years of change in the Canal Zone, and events such as the Panama Canal Reorganization Act, the Korean War, the civil rights movement, the Latin-American school conversion, the 1955 Treaty agreements between the United States and the Republic of Panama, and the death of Lawrence Johnson, Superintendent of Schools in the Canal Zone, all directly affected the Canal Zone Junior College.

The Reorganization Act and Its Effects on the Canal Zone Junior College

Since 1915 the Panama Canal has been an agency of the United States government, and the Panama Railroad Company was an adjunct of that agency. This organization proved to be a financial asset and vital to national defense during World Wars I and II. After World War II, the number of transits through the Panama Canal declined. Waning revenues forced Governor Newcomer to request an increase in tolls to cover the rising cost of operations. This request was vigorously opposed by the shipping industry which stated that 10 percent of all Canal transits were United States

naval vessels exempt from tolls.¹ The shippers claimed that the cost of naval transits should have been included in the National Defense Budget and reimbursed to the Panama Canal Agency, not passed on to commercial shipping.

The responsibility of investigating this toll increase was delegated to the Committee on Merchant Marine and Fisheries, which appointed a subcommittee to hold hearings and make recommendations.² The outcome was Public Law 841, commonly referred to as the Reorganization Act of 1950.³ This act allowed the United States government to reimburse the Panama Canal Agency for the transit of United States military vessels and required the Panama Canal Company to operate on a self-sustaining basis and to reimburse the United States Treasury for the net costs of the Canal Zone government. This legislation also established the basic conception of the Panama Canal Company-Canal Zone government organization and stipulated the division between the functions normally associated with civil government and the direct operation of the waterway.⁴

¹House of Representatives, Report of the Committee on Merchant Marine and Fisheries on Changes in the Administration of the Panama Canal Company, 81st Congress, 2nd Session, (Washington, 1950), pp. 52-53.

²Ibid.

³House Executive Document, 81st Congress, No. 460 (Washington, 1950), p. 15.

⁴Panama Canal Company-Canal Zone government organization chart, Appendix M.

The company and the Canal Zone government are inter-related in purpose, organization, and operation; and the function of the two agencies in combination is the administration of the Panama Canal enterprise as a whole. The chief administrative officer of the Panama Canal organization has the title of Governor of the Canal Zone and is ex officio President of the Panama Canal Company.⁵

The Panama Canal Company is required by law to (1) recover all costs of operation and maintenance of its facilities, including depreciation, (2) pay interest to the United States Treasury on the net direct investment of the United States government, (3) reimburse the United States Treasury for annuity payments to the Republic of Panama under the 1936 Treaty, and (4) reimburse the net costs of operation of the Canal Zone government, including depreciation of fixed assets.⁶

The Panama Canal Company is a self-sustaining agency of the United States government designed to operate from its own revenue. The Canal Zone government, differing from the company, operates on annual appropriations received from the United States Congress. Any revenues received by the Canal Zone government during the year are returned to the Treasury of the United States and are deducted from the gross

⁵Annual Report of the Board of Directors to Stockholders (Balboa, 1960), p. 24.

⁶Ibid.

appropriations for that year. The net cost of the Canal Zone government, after deducting these revenues, is then reimbursed to the Treasury of the United States by the Panama Canal Company. The functions of the Canal Zone government are those normally associated with civil government. These include police, fire, courts, medical facilities, sanitation, roads, customs, immigration, and schools.⁷

The Division of Schools has been under the jurisdiction of the Executive Secretary since 1914. With the adoption of the Reorganization Act, the administration of public schools in the Canal Zone became a function of the Civil Affairs Bureau. The Superintendent of Schools is under the Director of Civil Affairs, who, in turn, is responsible to the Governor of the Canal Zone.⁸

Congress appropriates funds for the entire cost of the Canal Zone government, including its educational program. The budget is determined two years in advance by the Budget Officer of the Division of Schools who works in unison with the principals of the elementary and secondary schools and the dean of the junior college. This budget is presented to the Superintendent of Schools for approval. The Superintendent then submits the budget to the Governor through the Civil Affairs Director and the Comptroller of the Panama

⁷Ibid.

⁸Panama Canal Company-Canal Zone government organization chart, Appendix M.

Canal Company. The Governor then incorporates the educational expense into the total budget and sends it to the Board of Directors. After approval of the Board, the budget is submitted to Congress through the Federal Bureau of the Budget.⁹

The Canal Zone College is unique in that it is the only junior college in existence that is controlled, operated, and financed by the federal government of the United States.¹⁰ This system of financing gave the junior college the advantage of financial security, but it retarded needed changes and innovations that were difficult to plan or foresee two years in advance.

The Reorganization Act gave the Panama Canal Company financial flexibility and a more business-like operation; on the other hand it also caused many economy measures to be taken, such as reduction of personnel and the closing of townsites, hospitals, and other facilities. To expedite these often unpopular policies, a new governor was chosen. Governor John S. Seybold appears to have been well chosen as he had a thankless and difficult task, which he dispatched with military efficiency. Many of his decisions,

⁹ Roger Hackett, Data Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (Balboa, 1950), p. 76.

¹⁰ "The Canal Zone Junior College," Directory of American Junior Colleges (Washington, D.C., 1965), p. 168.

for which he is still remembered today, had far-reaching effects on the Canal Zone Junior College.

The Reorganization Act also required that the Canal Zone government recover costs of its operation as nearly as possible from "charges for services, license fees, and school tuition."¹¹ This made it mandatory that the Canal Zone Junior College be as nearly self-supporting as possible. In order to comply with this intent, tuition rates at the junior college were substantially increased in 1952. The Panama Canal Company subsidized the tuition of United States citizen employees and dependents of the Panama Canal Company and Canal Zone government. All others had to pay the appropriate per-pupil cost. This included members of the armed services and diplomatic corps, as well as non-citizen employees of the United States government.¹²

This action brought letters of protest from members of the armed forces and resentment from West Indian communities. Because of these complaints, Governor Seybold requested that Sigurd Esser, Superintendent of Schools, re-examine the financial operations of the junior college, keeping in mind the possibility of reducing tuition. On March 7, 1952, Esser submitted the following report:

¹¹By-Laws, Panama Canal Company, Article 3, paragraph 246, Section E (Balboa, 1955), p. 214.

¹²Lawrence Johnson, Annual Report of Superintendent of Schools (Balboa, 1952), p. 15.

The study reveals that out-of-pocket costs of operating the junior college day school will total about \$53,000 for this year. This figure does not include any expense for this office, any share of the costs of Physical Education, or any portion of the non-budgeted expense of the division. Inasmuch as the night school is self-supporting, the cost figures do not include the extension division. Day school revenues from tuition charges are expected to total \$21,700 for the year. Therefore the net out-of-pocket cost for the year will be about \$31,300.

Considering that only 96 full-time day school students are enrolled this year, the gross annual cost per pupil will be about \$552. . . . If the enrollment of full-time day school students totals 125 next year the annual cost per pupil will be reduced to \$424. . . . If the enrollment next year reaches 150 we shall have to add another instructor and with other expenses, the total cost of operating the day school will reach \$60,000. Under those conditions the per-pupil cost will be at least \$400 with overhead, central office expense, physical education, and the like still excluded.

It is apparent therefore, that unless the Canal Zone Government can justify subsidizing a portion of the cost of providing education at the junior college level for dependents of members of the Armed Forces, the annual tuition charge for such students cannot be reduced below the current level of \$425 per year.

Although I personally favor a lower junior college tuition rate . . . I do not believe that it could be justified on a proportional cost basis. Any special rate would have to be justified under a "space available" or "fill the vacant places" policy.¹³

Based on Esser's report, annual tuition rates were established as shown in Table XX.

Continued protests from military personnel caused the Secretary of the Army to send John R. Richards, Special

¹³ Sigurd Esser, Annual Report of Superintendent of Schools (Balboa, 1952), p. 16.

TABLE XX
ANNUAL TUITION RATES, 1952

	Canal Zone Junior College	LaBoca Junior College
U.S. citizen employees of the U.S. government	\$ 50	\$ 50
Non-citizen employees of the U.S. government	425	375
U.S. citizens, not employed by the U.S. government	425	375
Non-citizens, not employed by the U.S. government	425	375

Source: Sigurd Esser, Annual Report of Superintendent of Schools (Balboa, 1952), p. 16.

Assistant, to investigate the Panama Canal Zone School System tuition policy. Richards reported that the tuition plan proposed by the Canal Zone government discriminated against military personnel, and he suggested that "Free tuition should be afforded all employees of the United States Government stationed in the Canal Zone or in Panama with the understanding that the Canal Zone Government will collect the maximum reimbursement from any Government Agency with appropriations for that purpose."¹⁴

Governor Seybold sent the following letter to the Secretary of the Army which explained the position of the Panama Canal Agency:

¹⁴ John R. Richards to Robert T. Stevens, Secretary of the Army, File 91-A-39, Part 8, Agency Record Center (Balboa, December 8, 1952).

The Canal Agencies are agreeable to any appropriate method of achieving the Congressional intent that other Government agencies pay the Canal Zone Government for the attendance in its schools of children of personnel of such agencies. The present obstacles are the lack of adequate legal authority for such other agencies to make such payments, and the lack of appropriated funds usable for such purpose. The Army, Navy, and Air Force have authority to pay in part for certain school services; other agencies apparently have no authority or funds whatever for the purpose.¹⁵

The Governor suggested the following solutions: (1) legislation which would provide adequately for direct payments to the Canal Zone government by the armed services and other agencies involved, (2) legislation which, by appropriate amendment of the Panama Canal Company Act, would in effect relieve the Company from the obligation of reimbursing the Treasury for that portion of the net costs of the operation of the Canal Zone government which represents the cost of school services to personnel of the armed services and other agencies, and (3) legislation which would amend Public Law 874, 81st Congress so as to provide for payments to the Canal Zone government in lieu of direct payments by the individual agencies concerned.¹⁶

The situation was partly resolved by obtaining legislation which increased the amount of payment that the armed

¹⁵John Seybold to Robert T. Stevens, Secretary of the Army, File 91-A-39, Part 9, Agency Record Center (Balboa, May 12, 1953).

¹⁶Ibid.

services could make to the Canal Zone government for school tuition.¹⁷ Table XXI shows the annual tuition rates set up at the Canal Zone Junior College in 1954 as a result of this legislation.

TABLE XXI
JUNIOR COLLEGE TUITION, 1954

	Canal Zone Junior College	LaBoca Junior College
A. Panama Canal Company Canal Zone government sponsorship (employees of the United States govern- ment)	\$ 50	\$ 50
B. Other United States government agencies per- sonnel (employees of any government agency, armed forces, etc.)	50	50
C. Other Canal Zone resi- dents (United States citizens residing in the Canal Zone but not em- ployed by government agency)	50	50
D. Non-residents not in- cluded above (non- residents of the Canal Zone, not employed in the Canal Zone, but United States citizens)	225	225

Source: Sigurd Esser, Annual Report of the Superintendent of Schools (Balboa, 1955), p. 2.

¹⁷Senate Report 1373, Civil Functions Appropriations Act, Section 105 (Washington, July 27, 1953).

In order to bolster the Panamanian economy, the 1955 treaty agreements between the United States and Panama restricted retail privileges in the Canal Zone, and called for a reduction of local rate housing.¹⁸ The Government Accounting Office suggested that large savings could be obtained by closing the townsites of Red Tank and LaBoca on the Pacific side and enlarging and consolidating these facilities at the townsite of Paraiso.¹⁹ When these suggestions were implemented and LaBoca townsite closed, the LaBoca branch of the Canal Zone Junior College was phased out.²⁰

Latin American Conversion

In 1954 the Canal Zone government converted its silver-rate school system into Latin American schools based on the philosophy that non-United States residents of the Canal Zone were Panamanian and should attend schools designed to promote Panamanian citizenship and culture. Governor John S. Seybold, in a speech before the Panama Rotary Club in March, 1954, explained this changeover:

¹⁸U.S. Department of State, United States, Treaty of Mutual Understanding and Cooperation, Article 12 (Washington, January 25, 1955), p. 16.

¹⁹Local Rate Housing Policies and Abandonment of Townsites, Report on Audit of Panama Canal Company and Canal Zone Government for 1953, U.S. General Accounting Office (Washington, 1954).

²⁰Sigurd Esser, Annual Report of Superintendent of Schools (Balboa, 1957).

Forward thinking individuals, organizations and institutions have long and widely expressed Panama's desire for a change in language and curricular emphasis . . . I and my staff are now convinced that the Zone Government is not giving our non-citizen group a proper basic education for his future. The problem is greater than the bare extension of language courses in our school system. . . . We must orient this student to his future, culturally and socially, and it must be realized that his future, is conjoined with his citizenship . . . due to his basic citizenship, the past basic schooling in the Zone schools for the Latin American has proven a failure. It has to an extent indoctrinated this student with an education culture planned and programmed to meet the needs of a native of Oshkosh, Wisconsin, or Washington, D.C. It fails to consider the great fundamentals of traditions, background, habits of thought, environment and the pressing needs of his future. The Latin-American in our local rate schools . . . is predominantly Panamanian and is becoming more and more so each year. At graduation from our basic and secondary schools only a small number can find employment in the Zone itself . . . and due to diverse causes, practically all must seek employment in the Republic. The product of our present school system is ill-fitted to find employment equal to his norm of possible attainments, nor is he well fitted to become one in this social body. These persons are unaware of the pattern of political thought or general aspirations and problems of the Republic.

To remedy this, the group should receive in our schools the curriculum and training of the schools of the Republic with secondary emphasis on the teaching of English as a language. Beginning next August, those units of our school system now attended predominantly by Panamanian students will accentuate an educational orientation to the students' native country of Panama instead of the United States. These Latin American schools, . . . will be placed on a completely Spanish language basis and the curriculum of the national schools of Panama. It will give to the pupils of the Latin American schools the long sought fuller opportunity to acquire a thorough knowledge of the language, history, geography, and the economic and sociological traditions of the Republic. . . . Spanish will be taught in

every grade of the school units attended by U.S. citizens. These units will continue to have a curriculum counterpart to that of schools in the U.S. We believe that we can now realize a positive advanced step in our training for tomorrow's world.²¹

The Governor's announcement was not readily accepted by the non-U.S. citizens who resided in the Canal Zone, as they felt it was only subterfuge in order to maintain race separation in the schools.²²

Race problems in Panama have a long history, as they do throughout the Americas. Blacks were first brought to the new world as slaves, and after hundreds of years of servitude, black inferiority became an accepted idea. Panama acquired a large black population and was openly referred to as "Colombia's black province";²³ therefore, social class in Panama, as in most of Latin America, was affected by race and color.²⁴

In the 1850's the building of the Panama Railroad brought an influx of Antillian laborers. When the French attempted to build a canal, more West Indians were introduced into Panama; however, the major influx occurred after the

²¹Canal Zone School Bulletin, No. 8, Vol. XXIV (Balboa Heights, April, 1954).

²²Statement by Alfred E. Osborne, former Superintendent of Latin American Schools, Panama City, October 11, 1972.

²³John and Mavis Biesanz, The People of Panama (New York, 1955), p. 221.

²⁴Ibid.

1903 treaty when the United States gained control of the strip of land now known as the Canal Zone.²⁵

During the construction of the Canal, approximately 30,000 West Indians were recruited. Most of these laborers were brought from the British West Indies because of their resistance to malaria and their ability to speak English. Originally these West Indian laborers were to be repatriated after construction was completed, but these plans were never adequately carried out.²⁶

In time this large immigration of blacks created resentment among the people of Spanish descent, who comprised a Latin-American aristocracy and considered themselves superior to the Negro, the Indian, and the Mestizo. Because the West Indian steadfastly clung to his British citizenship, language, and culture, the situation was further complicated, and the isolation of living in the Canal Zone and the aloofness of the West Indian separated him from his adopted countrymen. Many Panamanians resented the West Indian, claiming that he was culturally British, economically American, and Panamanian only for expediency.²⁷

²⁵Walter G. Ross, Historical Background of the Panama Canal (Washington, D.C., 1947), pp. 28-29.

²⁶Joseph B. Bishop, The Panama Gateway (New York, 1913), p. 301.

²⁷Biesanz, p. 225.

Resentment caused by these cultural differences grew during the depression of the 1930's because of the increased economic competition. A high point in this respect was reached in July, 1933, when more than 5,000 Panamanians marched up Central Avenue in Panama City to the Presidencia demanding the expulsion of "undesirable West Indian Negroes." The march was organized by the Society for National Defense.²⁸ This opposition continued to rise and became inflamed with the election of Arnulfo Arias as President of Panama in 1940.²⁹ The Panamanian people were told that the West Indian was damaging their "ethnic purity"; thus, growing resentment developed into a race doctrine.³⁰ Laws were passed restricting immigration of English-speaking Negroes, and the new constitution of 1941 restricted the West Indian economically and denied citizenship to West Indians born in the Republic of Panama.³¹

After World War II, a new constitution was adopted which declared that people born of alien parents on Panamanian soil were entitled to citizenship if

. . . after having reached their majority they declared in writing before the Executive that they elected Panamanian nationality and that they renounced the nationality of their parents, and they furthermore proved that they were spiritually and materially incorporated into the national life.³²

²⁸The Star and Herald (Panama City), July 9, 1933.

²⁹Biesanz, p. 225.

³⁰Ibid.

³¹Ibid., p. 223.

³²Ibid., p. 227.

The constitution also allowed aliens who had resided in Panama at least five years the opportunity to be naturalized citizens at age twenty-one if they "establish that they command the Spanish language and elementary notions of Panamanian geography, history, and political organization."³³

The Panamanian claim that the West Indian had never been properly assimilated into the local culture has some basis in fact; for example, in 1948, there were still in existence eighteen private English-speaking West Indian primary schools in Panama City serving 1,175 students.³⁴ The opportunity for assimilation was even less for the West Indian residents of the Canal Zone, and it was assumed that at least part of the blame for this situation rested on the educational system provided. Free educational facilities for resident employees of the Canal Zone had been provided by the United States government since early construction days. Two separate school systems were in operation, and they were openly referred to as white and colored. Officially, one system served the children of United States citizens and the other accommodated the children of non-United States employees residing in the Canal Zone; however, there is some evidence that indicates that in a few instances, children of black United States servicemen were assigned to non-United States schools. Both George W.

³³Ibid.

³⁴Ibid., p. 346.

Westerman of the Panama Tribune, and Alfred E. Osborne, former Assistant Superintendent of Latin American Schools, claimed to have knowledge of three examples of color separation rather than citizenship.³⁵

Any investigation of the educational facilities provided for dependents of silver-rate employees would reveal that they were inferior by United States standards; nevertheless, they compared favorably with the schools in the Republic of Panama and those in the West Indies.³⁶ The 1930 Columbia University survey team, in an effort to improve these silver-rate schools, recommended that Canal Zone authorities establish a normal school to insure an adequate number of qualified teachers.³⁷ Plans for the establishment of such facilities began early in 1935. Three hundred fifty-three applicants applied, of which forty were selected, based on competitive examinations.³⁸

The school opened on January 31, 1936, under the direction of Alfred E. Osborne, a University of Chicago graduate with considerable teaching experience in the silver-rate

³⁵Statement by Alfred E. Osborne, former Superintendent of Latin American Schools, and George Westerman, Editor, Panama Tribune, Panama City, October 11, 1972.

³⁶Statement by Alfred E. Osborne, Panama City, October 11, 1972.

³⁷N. L. Engelhardt and George D. Strayer, Report of the Survey of Schools of the Canal Zone (Mount Hope, 1930), p. 30.

³⁸"General Matters Concerning Canal Zone Schools," File 91-A-39, Part 5, Agency Record Center (Balboa, 1935).

school system.³⁹ The project was an acknowledged success, and on July 2, 1938, the LaBoca Normal Training School held its first commencement exercises with the graduation of thirty-seven of its original forty students. Twenty-three of these graduates were immediately placed in teaching positions in the Canal Zone silver-rate schools. The remaining graduates secured employment in other positions in the Canal Zone or the Republic of Panama or continued their education in the United States.⁴⁰

The success of the normal school encouraged leaders of the West Indian communities, and in particular S. H. Whyte, President of the Panama Canal West Indian Employees Association, to continue to press Canal Zone authorities to make high school classes available for dependents of all silver-rate employees.⁴¹ Pressure from these activists and the availability of LaBoca Normal School graduates made it possible for school authorities to devise a plan to add ninth-grade classes to the silver-rate school system. Plans for additional high school classes were formulated but these plans were delayed because of World War II.

³⁹ Ibid.

⁴⁰ Annual Report of the Superintendent of Schools (Balboa, 1938), p. 2.

⁴¹ West Indian Employees Association to President Franklin D. Roosevelt, File 91-A-39, Parts 6-7, Agency Record Center (Balboa, April 22, 1942).

In 1946 the United States Congress appropriated more than \$500,000 for the construction of two occupational high schools, one on the Atlantic and one on the Pacific side of the Isthmus.⁴² School officials decided that graduates of the LaBoca Normal Training School would be employed as instructors in these high schools and that they would be supervised by educators who held degrees from colleges and universities in the United States. This policy of white supervision of the silver-rate teachers was criticized by some leaders of the West Indian communities. One of the foremost critics was George Westerman of the Panama Tribune who claimed that

To foist white instructors solely in the superior positions of a high school upon our youngsters is to add to their plight already insecure, and subtly to make them accept the status of inferiority. The proposed faculty set up for the two new occupational schools reveals clearly that the Canal Zone officials do not intend to attract qualified colored people, that they expect to maintain a white superiority organization and that their definite aim is to "keep us in our place."⁴³

School officials rejected Westerman's views and continued their initial policy of supervision, causing animosity between Canal Zone school authorities and members of the West Indian communities. By 1948 an increasing number of West Indian parents viewed the occupational high school as

⁴²Lawrence Johnson, Annual Report of Superintendent of Schools (Balboa, 1946), p. 5.

⁴³Panama Tribune, April 19, 1946.

inferior and began to press for the establishment of an academic high school and junior college.⁴⁴

During this same year Ben Williams retired after a twenty-one-year tenure as Superintendent of Schools. He was replaced by his assistant, Lawrence Johnson, the man most responsible for the advancement of educational facilities for non-United States residents of the Canal Zone. In 1935, as director of what was then referred to as "colored schools," he advocated the establishment of the LaBoca Normal School and later as Assistant Superintendent of Schools, initiated the construction of the two occupational high schools.⁴⁵ The new superintendent, more sympathetic to the demands for increased educational opportunities of silver-rate dependents, requested that funds be appropriated in the 1950 budget for the establishment of a junior college. This request was approved by Governor Seybold, and in September of 1950, utilizing a section of the second floor of the occupational high school, the LaBoca Junior College opened its doors under the direction of high school principal George C. Wright.⁴⁶

⁴⁴Statement by George Westerman, Editor, Panama Tribune, Panama City, October 11, 1972.

⁴⁵Lawrence Johnson, Annual Report of the Superintendent of Schools (Balboa, July 20, 1946).

⁴⁶Canal Zone Junior College Catalog, No. 20 (Balboa, 1950), p. 38.

The forty-nine students enrolled chose between two programs of study: (1) a curriculum designed to replace the normal school and continue the training of teachers for the silver-rate schools, and (2) a curriculum which provided a general liberal arts education designed for transfer to colleges in the United States or a terminal Associates of Arts degree.⁴⁷

Subjects offered during the first year included English, composition, history of contemporary civilization, introductory psychology, child development, orientation, physical education, Spanish, introductory college algebra, trigonometry, and inorganic chemistry. It was anticipated that the second-year courses would include humanities, literature, sociology, economics, physics, history, philosophy of education, curriculum development, classroom management, and modern teaching methods.⁴⁸ Three full-time faculty members, United States citizens with recognized degrees, were assigned: DeWitt E. Myers in science and mathematics, C. R. Vosburgh in English and social science, and Russell Johns in commercial arts. Tuition was charged at the rates given in Table XXII.

A dormitory was constructed to accommodate twelve men from the Atlantic side at a rate of five dollars per month.

⁴⁷ Ibid.

⁴⁸ Lawrence Johnson, Annual Report of the Superintendent of Schools (Balboa, 1950).

TABLE XXII

TUITION RATES, LA BOCA JUNIOR COLLEGE, 1950

Classification	Per Semester
Residents of the Canal Zone	\$ 25.00
Non-residents of the Canal Zone who were dependents of the United States government employees	25.00
Non-residents, non-employees, United States citizens	50.00
Non-United States citizens	112.50

Source: Lawrence Johnson, Annual Report of the Superintendent of Schools (Balboa, 1950).

No dormitory facilities were available for women, who were required to find private rooms or commute daily by train.⁴⁹

In July, 1951, after one year of independent operation, the LaBoca Junior College became a branch of the Canal Zone Junior College under the direction of Dean Roger Hackett. This administrative change allowed the LaBoca branch recognition by the Middle States Accrediting Association.⁵⁰

The creation of a junior college was the culmination of Lawrence Johnson's crusade for the upward extension of educational facilities for employees of the Panama Canal Company who were not United States citizens. Johnson's untimely death in 1952 was a loss for education in the Canal

⁴⁹ Ibid.

⁵⁰ Canal Zone Junior College Catalog, No. 20 (Balboa Heights, 1951), p. 39.

Zone, but none felt it more keenly than the West Indian communities who had lost their most influential supporter.

Most educators agreed that the synchronizing of the silver-rate schools with the Panamanian school system in order to emphasize the language, philosophy, and culture of Panama was needed and basically sound. The most prevalent criticism concerned the method and speed by which this conversion took place. The conversion from English to Spanish was completed within two years. Grades one through six were converted the first year and grades seven through twelve the following year.

There had been a plan to introduce this changeover on an annual basis; but Governor Seybold appears to have favored the total immersion method used so effectively by the military.⁵¹ This method may be efficient and may have had long-range rewards, but the initial years were painfully frustrating.

Today the graduates from the Latin-American School System in the Canal Zone are bilingual in Spanish and English and are more satisfactorily prepared for citizenship in the Republic of Panama. Nevertheless, to many black residents of the Canal Zone the 1954 Latin American conversion holds painful memories and to some it remains nothing

⁵¹Interview with Alfred E. Osborne, October 11, 1972.

more than a ruse to maintain segregated school systems and circumvent the United States Supreme Court ruling of 1954.

Whether the United States Supreme Court ruling concerning separate school systems would have applied to non-United States citizens in the Canal Zone is a moot point; nevertheless, there can be little doubt that many white parents considered the establishment of Latin American schools as a deliverance from integration.

Middle States Accreditation

With the opening of the Canal Zone Junior College, it became necessary to secure formal recognition of the institution as soon as possible in order to facilitate the transfer of credits to colleges and universities in the United States. When the junior college was first established, the Middle States Association of Colleges and Secondary Schools was contacted, but the Association stated at that time "that a junior college should operate several years and establish itself before applying for accreditation."⁵² In the meantime the American Association of Junior Colleges, which is not an accrediting agency in itself, agreed to inspect the college and accepted it to full membership.⁵³

⁵²C. A. McIlvaine, Executive Secretary, to Ben Williams, Superintendent of Schools, File 91-E-506-J, Part 5, Agency Record Center (Balboa, August 18, 1941).

⁵³Ibid.

In 1941 Ben Williams presented a comprehensive report to Frank H. Bowles, Chairman of the Commission on Higher Education of the Middle States Association of Colleges and Secondary Schools, with the understanding that an inspection of the Canal Zone Junior College would be made during the next school year.⁵⁴ On October 29, 1941, Charles C. Tillinghast, Principal of Horace Mann School for Boys, New York, visited the Isthmus and inspected the Canal Zone Junior College. His favorable report to the Middle States Association resulted in official notification from Bowles on November 14, 1941, that the Association had voted to accredit the Canal Zone Junior College.⁵⁵

Although the junior college was accepted, the Association stressed the need for improvement in the following areas: (1) the procurement of a professional librarian, (2) increased utilization of library facilities, (3) a study that would lead to the improvement of the guidance program, and (4) the Association, while recognizing the importance of the adult education work, "cautioned the junior college against accepting extension credits as part or all of the program of study required for graduation from the junior college."⁵⁶

⁵⁴Ibid.

⁵⁵Ben Williams, Annual Report of the Superintendent of Schools (Balboa, 1941).

⁵⁶Frank H. Bowles, Secretary of Middle States Association, to Ben Williams, Superintendent of Schools, File 91-B-4, Part 3, Agency Record Center (Balboa, November 14, 1941).

Unfortunately, the Commission made no provisions for follow-up evaluations, and only minor progress was made at the junior college during the next ten years. Middle States made no further attempt to exert an influence on the Canal Zone Junior College until January 7, 1952, when Roger Hackett, Dean, received a letter from Ewald B. Nyquist, Secretary of the Middle States Association, requesting a re-evaluation of the Canal Zone Junior College. Nyquist stated,

It has come to my attention that you are operating a branch of the Canal Zone Junior College called LaBoca Junior College. If I am not mistaken, this branch of the institution was not in operation at the time the Canal Zone Junior College was accredited. I wonder if it would not be well for the Association to re-evaluate the Canal Zone Junior College within the next two years . . . in view of the fact that it will be twelve years since your evaluation by that time, during which an accredited institution should be re-evaluated under our policy.⁵⁷

A committee from the Middle States Association of Junior Colleges and Secondary Schools came to the Canal Zone Junior College on March 2, 1955.⁵⁸ Their investigation was preceded by an extensive self-study completed by the administration and faculty of the junior college. The two

⁵⁷ Ewald B. Nyquist, Secretary of Middle States Association, to Roger Hackett, Dean, File 91-B-4, Part 4, Agency Record Center (Balboa, January 7, 1952).

⁵⁸ Roger Hackett, Progress Report Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (LaBoca, March 2, 1955), pp. 1-3.

evaluators--Charles A. Seidle, Director of Admissions, Lehigh University, and Paul D. Shafer, President, Packer Collegiate Institute⁵⁹--described the Canal Zone Junior College in their final report as an integral part of the Canal Zone School System, operated primarily for dependents of American civilians and military personnel stationed in the Canal Zone. They compared the Canal Zone School System to large municipal school systems in the United States and found them similar except that geographically it stretched across the Isthmus from the Atlantic to the Pacific. The plant, maintenance, finances, and salaries of the junior college were the responsibility of the Division of Schools and not of the junior college itself.⁶⁰

The following major areas were discussed and analyzed by this committee: (1) faculty and administration, (2) student personnel services, (3) program, (4) library, (5) buildings, grounds, and equipment, and (6) scholarships.⁶¹

1. Faculty and Administration

The Canal Zone Junior College was found to be a very small institution which employed only one administrative officer and eight faculty members. This required each faculty member to be extremely versatile, as can be seen by examining the duties of the dean of the college and Dorothy

⁵⁹Ibid.

⁶⁰Ibid.

⁶¹Ibid.

Moody, a member of the faculty. The dean performed the duties of academic dean, director of admissions, registrar, public relations officer, and chief clerk.⁶¹ Dorothy Moody, an instructor with a fifteen-hour teaching load, was head of the Department of English, Speech, and Drama, Dean of Women (which included being a housemother for a dormitory that lodged six to twelve girls), and sponsor of all student publications.⁶²

The minimum requirements needed in order to teach in the Canal Zone School System were

1. Bachelor's degree for elementary or junior high school;
2. Master's degree for senior high or junior college;
3. Minimum of fifteen semester hours in education, plus a major or a minimum of twenty-four semester hours in the subject to be taught;
4. Three years of successful teaching experience;
5. Must have reached their twenty-fourth birthday but not have reached their forty-first birthday.⁶³

⁶¹Canal Zone School Bulletins, Nos. 1-25 (Balboa Heights, 1934-1960).

⁶²Ibid.

⁶³Sigurd Esser, Annual Report of the Superintendent of Schools (Balboa, September 20, 1954), p. 57.

Since 1933 there had been in the Canal Zone School System a single salary schedule for all teachers from first grade through junior college. On August 27, 1954, Canal Zone teachers were placed on the Washington, D.C., salary schedule, as shown in Table XXIII. This salary schedule included an additional 25 percent tropical differential for all Canal Zone teachers. There was no rank system at the Canal Zone Junior College; all teachers had the title of instructor and received permanent tenure after successful completion of a one-year probationary period.

Recommendations from the Middle States Committee.--The committee observed that there was harmony among the faculty and an overall interest in the development of the junior college; however, they suggested that this individual interest be organized into standing committees in order to focus the attention of the faculty on such areas as curriculum development and academic standing, etc.

The committee noted that the dean of the junior college was performing many simple and routine tasks merely because there was insufficient clerical assistance. Therefore, they recommended the employment of an executive secretary who would take over and combine the duties of registrar, recorder, and chief clerk. They also suggested that the junior college employ more part-time student assistants who would be placed

TABLE XXIII

TEACHERS' SALARY SCHEDULES, CANAL ZONE SCHOOLS, NINE-MONTH BASIS, 1954-55

Schedule A Bachelor's Degree 1954-55				Schedule B Master's Degree 1954-55			
C.Z. Yr. of Service & Rate Step	Annual Rate	Monthly Rate	Daily Rate	C.Z. Yr. of Service & Rate Step	Annual Rate	Monthly Rate	Daily Rate
1	\$4300.50	\$477.83	\$15.93	1	\$5020.05	\$557.78	\$18.59
2	4435.50	492.83	16.43	2	5168.55	574.28	19.14
3	4574.55	508.28	16.94	3	5317.05	590.78	19.69
4	4723.05	524.78	17.49	4	5465.55	607.28	20.24
5	4871.55	541.28	18.04	5	5614.05	623.78	20.79
6	5020.05	557.78	18.59	6	5762.55	640.28	21.34
7	5168.55	574.28	19.14	7	5911.05	656.78	21.89
8	5317.05	590.78	19.69	8	6059.55	673.28	22.44
9	5465.55	607.28	20.24	9	6208.05	689.78	22.99
10	5614.05	623.78	20.79	10	6356.55	706.28	23.54
11	5762.55	640.28	21.34	11	6505.05	722.78	24.09
12	5911.05	656.78	21.89	12	6653.55	739.28	24.64
13	6059.55	673.28	22.44	13	6802.05	755.78	25.19
14	6208.05	689.78	22.99	14	6948.23	772.03	25.73
15	6356.55	706.28	23.54	15	7093.98	788.22	26.27
16	6505.05	722.78	24.09	16	7239.73	804.41	26.81

Source: "Salary Scale of Teachers in the Canal Zone United States Schools," data presented for consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools, January 10, 1955, p. 57.

under the direction of the new chief clerk, thus freeing the dean to perform his duties as chief administrative officer.

2. Student Body and Student Personnel Services

The student enrollment at the Canal Zone Junior College was small and subject to unpredictable fluctuation. Most of the students matriculated from Balboa and Cristobal High School; however, sometimes as much as 40 percent of the student body came from the Republic of Panama.⁶⁴

Each faculty member had designated advisees, and the titles of Dean of Men and Dean of Women were given to James A. Lyons and Dorothy Moody, who fulfilled these duties in addition to their full-time teaching positions.⁶⁵ Their primary task appears to have been to assist students in transferring to colleges in the United States, although they were also available for personal, academic, and extra-curricular counseling. Because the student body was small, each member of the faculty was available on an individual basis. This individuality kept student personnel services uncomplicated.

⁶⁴Roger Hackett, Data Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (Balboa, March, 1955), p. 4.

⁶⁵Canal Zone School Catalog, No. 23 (Balboa Heights, 1955), p. 7.

A. Extracurricular activities.--Among the first organizations to be formulated at the Canal Zone Junior College after its opening in 1933 was Kappa Epsilon, a Spanish language and culture club.⁶⁶ In 1935 the Student Association was organized, which provided the opportunity for student government. The money collected by this organization helped fund such activities as athletics, publications, dances, and banquets.⁶⁷

The Mixed Glee Club and Orchestra organized in 1936 performed at assemblies and school programs and made many other public appearances.⁶⁸ By 1950 local chapters of nationally recognized fraternities appeared on campus, such as Delta Psi Omega, Phi Theta Kappa, and Gamma Chi.⁶⁹

B. Publications.--The first publication of the Canal Zone Junior College annual, the Conquistador, appeared in 1936.⁷⁰ One year later a monthly periodical called the Tropical Collegian was created to encourage creative student writings.⁷¹

⁶⁶Ibid., No. 4, 1936, p. 21.

⁶⁷Ibid.

⁶⁸Ibid.

⁶⁹Ibid., No. 18, 1950, p. 37.

⁷⁰Ibid., No. 5, 1937, p. 23.

⁷¹Ibid.

A weekly bulletin of announcements called Flickers and Flashes began in 1938.⁷² This bulletin was later changed to Spotlight in 1941 and remains the principal source of routine announcements today.⁷³

C. Dormitories.--When the college first opened in 1933, there were no dormitory facilities available. Students from the Atlantic side had to make arrangements with friends or acquaintances in the Balboa area for room and board. Arrangements were made, however, to remodel the old YWCA building in order to accommodate six male students from the Atlantic side. This dormitory, although authorized by the Division of Schools, was not under its direct supervision. The rates were set at thirty dollars monthly when the student spent weekends at home or forty dollars monthly otherwise.⁷⁴ It appears that the parents considered the dormitory unsatisfactory, for most of them chose to keep their children in private homes.⁷⁵

By 1944 the need for dormitories increased and the first and second floors of the Balboa High School Little Theater

⁷²Ibid., No. 9, 1941, p. 26.

⁷³Ibid., No. 12, 1944, p. 26.

⁷⁴Annual Report of the Superintendent of Schools (Balboa, 1935).

⁷⁵Ben Williams, Superintendent of Schools, to W. Williams, President of the American Federation for Government Employees, Agency Record Center (Balboa, September 29, 1936).

building located at the rear of the Balboa Grade School was utilized as a men's dormitory and was placed under the direction of Ora Ewing. The girl's dormitory was located on the second floor of the license bureau near the base of Ancon Hill and was under the direction of Dorothy Hamlin. Each dormitory accommodated twelve students.⁷⁶

In 1951 the building used as a girl's dormitory was torn down and rooms at the Tivoli Hotel were made available at a special rate of twenty dollars per month for five days per week and thirty dollars per month for seven days per week.⁷⁷ One of the drawbacks of the Tivoli Hotel was that it was not in close proximity to the campus. In 1953 the junior college acquired dormitories within walking distance of the college. The men's dormitory, located on the corner of Balboa Road and Owen Street, accommodated sixteen students and was under the direction of Mrs. Ora Ewing.⁷⁸

The Ancon Police Station, taken over by the Schools Division, was remodeled at a cost of \$1,400 in order to provide quarters for Mrs. Arthur Goulet, housemother, and six female residents. The rent was \$9.75 per month or \$87.75 a school year. No meals were served in either dormitory.⁷⁹

⁷⁶Canal Zone Junior College Catalog, No. 12 (Balboa Heights, 1944), pp. 17-18.

⁷⁷Ibid., No. 20, 1952, p. 20.

⁷⁸Ibid., No. 22, 1954, p. 7.

⁷⁹Ibid.

In 1959, the men's dormitory was expanded to accommodate twenty-four students, three to a room, under the direction of Mrs. Ora Ewing. The girl's dormitory was moved to the second floor of the Balboa Clinic, closer to the main junior college building. This dormitory accommodated twelve students, and remained under the direction of Mrs. Goulet.⁸⁰

D. Athletics.--Varsity competition at the Canal Zone Junior College was a problem as there were no other junior colleges available. Competition was limited to the two United States high schools, military units, and schools in the Republic of Panama. Inter-school sports competition would have been more accurately described as extramural rather than varsity or interscholastic.

Intramural competition was organized in 1936 and provided an outlet for youthful energy and enthusiasm. Flag football, basketball, baseball, swimming, and track were available for men and volleyball, softball, and basketball for the women.⁸¹

Recommendations from the Middle States Committee.-- Although the committee realized the inadequacies that existed in student activities, they recognized that many of these could not be changed since they were the result of the

⁸⁰Ibid., No. 25, 1959, p. 8.

⁸¹Ibid., No. 4, 1936, p. 22.

geographical location. They made the following recommendations: (1) that a permanent fireproof dormitory be constructed on campus, and (2) they criticized the lack of restroom or infirmary facilities in the building for women.⁸²

3. Program

The academic program of the Canal Zone Junior College consisted of three primary curricula: business, engineering, and liberal arts.⁸³ Although the committee rated the course offerings as adequate, they pointed out a weakness in the number of humanity courses offered. They also noted the lack of emphasis on the Spanish language and the small number of courses covering Latin America offered in the Social Studies Department.

Recommendations from the Middle States Committee.--The committee recommended that more courses be offered on the geology and biology of the Isthmus and that courses such as philosophy, logic, ethics, religion, and history of art, be added in the humanities.

They emphasized the development of a program which would capitalize on the junior college being adjacent to

⁸²Roger Hackett, Data Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (Balboa, March, 1955), p. 5.

⁸³Ibid., p. 7.

rather primitive cultures such as the Cuna and San Blas Indians, and a Spanish-American society. They recommended that a language department be established with a strong emphasis on courses in Spanish, and that the Social Studies Department stress work in Latin-American culture, history, government, geography, etc.⁸⁴

4. Library

Students at the Canal Zone Junior College shared library facilities with Balboa High School. The library, under the direction of Katharine Clark, a professional librarian, was considered good and possessed a collection of 11,500 volumes, 828 records, and 187 filmstrips.⁸⁵ Library quarters were large and well lighted and afforded an overall pleasant decor. Students also had access to the excellent collection of the Canal Zone Public Library, which was located about one mile from campus.

Recommendations from the Committee.--The following recommendations were made for improving library facilities: (1) keep separate statistics on high school and junior college utilization, (2) establish a browsing section for the junior college containing such things as vocational information, college catalogs, appropriate magazines, and current fiction, (3) establish a faculty library committee, (4) give

⁸⁴Ibid., p. 8.

⁸⁵Ibid., p. 9.

the librarian faculty status, (5) budget and spend money for books every year. This was found to be essential and the committee noted that, even though money was limited, capital funds for this purpose should never be eliminated as was the case in 1953-54.⁸⁶

5. Scholarships and Assistantships

During its first three years of operation, several Canal Zone organizations established one-year scholarships for junior college students. Among the most prominent organizations were the Albrook NCO's Wife's Club, the Atlantic Area Officer's Wife's Club, and the Elks Lodge No. 1414.⁸⁷ All students awarded scholarships were relieved of paying all or a substantial part of the annual tuition charge.

The junior college and the Schools Division had no authority to grant scholarships. The awarding of scholarships depended entirely on private organizations throughout the Canal Zone and the Republic of Panama; thus it was always uncertain as to the number of scholarships that would be available each year.

The Science and Engineering Departments at the college employed two or three students each year as laboratory

⁸⁶Ibid., p. 11.

⁸⁷Canal Zone Junior College Catalog, No. 2 (Balboa Heights, 1934), p. 17.

assistants. These appointments made it possible for the student to attend the junior college for only a portion of the tuition in return for a certain number of hours of laboratory work each week.

In 1939, Executive Secretary C. A. McIlvaine suggested that ten government scholarships be awarded each year, five to students on the Atlantic side and five to students on the Pacific side.⁸⁸ Ben Williams, Superintendent of Schools, counseled that an extension of the student assistant program would serve the same purpose and would provide an invaluable service to the junior college that would be difficult to provide through any other type of employment.

Effective September 15, 1939, assistantships were given to sophomores who had shown superior ability during their first year of college work, on the recommendation of the faculty member to whom they were to be assigned and with the approval of the college faculty. Students were expected to work thirty-five hours per month in return for free tuition and a salary of ten dollars per month.⁸⁹ The assistantships were limited to sophomore students who were children of government employees residing on the Atlantic or Pacific side of the Isthmus, with not more than one of the five from

⁸⁸ Ben Williams, Superintendent of Schools, to Executive Secretary C. A. McIlvaine, File 91-A-10J, Agency Record Center (Balboa, June 29, 1939).

⁸⁹ Ibid.

each side awarded to an outstanding student from the Republic of Panama.⁹⁰

On August 2, 1950, Lawrence Johnson, Superintendent of Schools, reintroduced the idea of granting government scholarships to outstanding graduates from Cristobal and Balboa High School. Johnson submitted the following plan:

1. Establish six tuition free scholarships as follows:
 - a. two scholarships in the Canal Zone Junior College for graduates of the Balboa or Cristobal high school who are citizens of the Republic of Panama.
 - b. two scholarships in the LaBoca Junior College for graduates of the Balboa or Cristobal high school who are citizens of the United States.
 - c. two scholarships in the LaBoca Junior College for graduates of the LaBoca or Silver City Occupational High Schools who are dependents of employees of United States Government agencies.
2. Award three scholarships, one in each of the above categories in 1950, three in 1951, and three in each year thereafter. Award on the following basis:
 - a. Applicants for scholarships must have graduated from high school in the upper one-fifth of their respective graduating classes.
 - b. Applicants must be of good moral character, have good citizenship records and be in need of financial assistance to continue their education.
 - c. Scholarships to be valid for two academic years provided the recipients continue to do work of acceptable standard while pursuing work of junior college grade.⁹¹

⁹⁰Ibid.

⁹¹Lawrence Johnson, Superintendent of Schools to Richard Selee, Civil Affairs Director, File 91-E-506J, Agency Record Center (Balboa, August 2, 1950).

Richard Selee, Civil Affairs Director, approved of the above plan and submitted to Governor Newcomer a list of the proposed scholarships and their value, as shown in Table XXIV.

TABLE XXIV
PROPOSED SCHOLARSHIPS, CANAL ZONE SCHOOLS, 1950

Classification	Canal Zone Junior College	LaBoca Junior College
1. <u>Panamanian Citizen</u> <u>Scholarship:</u>		
a. Dependent of government employee	\$ 50 per year	
b. Dependent of non-employee, Canal Zone resident	50 per year	
c. All non-residents	225 per year	
2. <u>United States Citizen</u> <u>Scholarship:</u>		
a. Dependent of government employee	50 per year	
b. Dependent of non-employee, Canal Zone resident	50 per year	
c. All non-residents	100 per year	
3. <u>Local Rate Scholarship:</u>		
a. Dependent of government employee		\$50 per year

Source: Richard Selee, Civil Affairs Director, to Governor Francis Newcomer, File 91-E-506D, Agency Record Center (Balboa, August 3, 1950).

In order to be sure that this proposed program could be handled properly, the Governor requested that Paul A. Bentz, General Counsel for the Panama Canal Company, look into the

matter and advise him of its possibilities. After careful study, Bentz sent in the following recommendation:

In view of the absence of any specific statutory or regulatory provision either authorizing or restricting such matters in the administration of the junior college, it is not clear-cut that the scholarships would be "illegal," but it is felt that the legal propriety of the proposal is doubtful.⁹²

Because of this interpretation, scholarships at the Canal Zone Junior College continued to be limited to private organizations.

Recommendations from the Middle States Committee.--The committee recommended that the Panama Canal Company re-evaluate Bentz' decision and budget in the sum of six thousand dollars for the creation of ten \$600 scholarships. They also suggested that a faculty scholarship committee be established, who, in conjunction with the dean, would award these scholarships based on merit and need.⁹³

6. Buildings, Grounds, and Equipment

The Canal Zone Junior College occupied an attractive well-built three-story reinforced structure. The junior college is joined to the high school buildings by a two-story covered passageway. The Panama Canal Company

⁹²Paul Bentz, General Counsel to Finance Director of Panama Canal Company, Agency Record Center (Balboa, August 15, 1950).

⁹³Roger Hackett, Dean, to Lawrence Johnson, Superintendent of Schools, Agency Record Center (Balboa, August 20, 1950).

handles all repair and maintenance of the building and equipment, acting upon a request from either the dean or the office of the Division of Schools. The committee rated the building and facilities as good and noted that the science equipment was excellent for such a small junior college.

Recommendations from the Middle States Committee.--The committee recommended that an auditorium be built in order that assemblies, plays, and concerts, and other events could be held on campus. They suggested that the organization and direction of all junior college maintenance be put under the jurisdiction of the dean. They also recommended that the college purchase a sound motion picture machine, a recorder for speech and dramatics, and new maps for history courses.⁹⁴

The committee concluded with the recommendation that the Canal Zone Junior College be completely separated from Balboa High School. This separation would give the college its proper status and end the concept that it was merely grades thirteen and fourteen of the Canal Zone schools. It was this recommendation that had the most influence on the future of the Canal Zone Junior College.⁹⁵

⁹⁴ Roger Hackett, Progress Report Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (Balboa, March, 1955), p. 11.

⁹⁵ Ibid., p. 12.

CHAPTER V

A SEARCH FOR IDENTITY

Hackett's Administration

In order to review the progress and implement the changes recommended by the 1955 Middle States Accrediting Committee, the Canal Zone government employed F. Taylor Jones, Executive Secretary of Middle States, to act as a consultant.¹ Jones made many suggestions, but he strongly urged that the Canal Zone school authorities follow the 1955 Middle States recommendation concerning a separate campus for the junior college. He felt that only when the junior college was completely separated from the high school could it become the intellectual center of the community and assume a more active role in adult education.²

Armed with Jones' report, Sigurd Esser, Superintendent of Schools, recommended that funds for the establishment of a new junior college facility be included in the 1963 budget. This was approved by the Executive Planning Staff on

¹Sigurd Esser, Superintendent of Schools, to Personnel Director, Panama Canal Company, File SCH 1-1, Agency Record Center (Balboa, November 14, 1960).

²Sigurd Esser, memorandum on Canal Zone Junior College, Agency Record Center (Balboa, February 6, 1961).

April 12, 1961.³ Generally, Jones submitted a somewhat negative report to the Middle States Accrediting Association. His dissatisfaction was reflected in a letter by Albert Meder, Chairman of the Middle States Accrediting Association, to Elvis J. Stahr, Secretary of the Army, expressing disappointment

at the lack of vision, aggressiveness, and insight of the present administrators, and recommended that when the Superintendent of Schools and Dean of the Junior College retire they be replaced by men who would bring to the Canal Zone educational system forward looking leadership characterized by creative imagination and a desire to develop and exploit educational opportunities.⁴

Stahr informed Meder that the administrative responsibility for Canal Zone schools was vested in the Governor of the Canal Zone and that the Governor was aware of the problems and had initiated an overall review of the junior college program, giving particular attention to the securing of a proper replacement for the dean as soon as he retired.⁵

Jones' implication that Hackett did not provide the kind of dynamic leadership needed to insure the optimum

³Sigurd Esser, Chief Executive Planning Staff, Panama Canal Company, File SCH 1-1, Agency Record Center (Balboa, March 8, 1961).

⁴Albert Meder, Chairman of Middle States Association, to Elvis J. Stahr, Secretary of the Army, File SCH 1-1, Agency Record Center (Balboa, May 16, 1961).

⁵Elvis J. Stahr, to Albert Meder, Chairman of Middle States Association, File SCH 1-1, Agency Record Center (Balboa, August 11, 1961).

growth of the Canal Zone Junior College was debatable. Yet, Hackett did not take exception to this view when he made the following evaluation of his administration:

If nothing of great moment in the history of the Canal Zone Junior College can be attributed to me personally, and if indeed, nothing of great importance happened during my administration, at least I can say that generally speaking the college ran along on an even keel during all these years. There were no cases of serious friction among members of the staff, or between faculty members and students, either individually, or collectively, and neither the college as such, nor anyone connected with it, was ever embroiled in any public controversy. Again, I take no particular credit for all this, but I suppose that if the situation had been otherwise than as described, I would necessarily have been saddled with a large share of the "credit" for that.⁶

Hackett claims only one "big" accomplishment for his administration and that was the admission of black students to the previously all white Canal Zone Junior College.⁷ The first student to break the color line and enter the junior college was Consuelo Blake.⁸ Blake was a Panamanian citizen of West Indian descent, who had been a student at the LaBoca Branch of the Canal Zone Junior College. When this institution began to phase out as a result of the 1954 Latin-American School conversion, Consuelo's father urged her to

⁶ Roger C. Hackett, Annual Report of the Canal Zone Junior College, 1961-1962 (LaBoca, June 12, 1962), p. 31.

⁷ Ibid.

⁸ Canal Zone Junior College Catalog, No. 23 (Balboa Heights, 1955).

apply for admission to the Canal Zone Junior College. School officials allowed her to take the entrance examinations, which she completed satisfactorily. She entered the junior college in the Fall of 1954 and reported that the integration took place virtually without incident and that it was a very satisfactory experience.⁹

Hackett's administration may not have been dynamic, but it was significant. Hackett spent thirty years of his professional life at the Canal Zone Junior College, twenty-one of which he served as chief administrative officer.¹⁰ He guided the junior college through the perilous years of the second World War and the decline in enrollment during the Korean War. Hackett was responsible for organizing the Student Association in 1935 and for encouraging the publication of the college's first yearbook, the Conquistador, in 1936.¹¹ He was also responsible for the publication of the Tropical Collegian, the official publication of the junior college, in 1937; and the International Relations Club, which was financed by Carnegie Endowment for International Peace, originated in September of 1935 under Hackett's sponsorship.¹²

⁹Statement by Consuelo Blake Baker, first black student, Canal Zone Public Library, October 15, 1972.

¹⁰Roger Hackett, Annual Report of the Canal Zone Junior College (Balboa, June 12, 1962), p. 31.

¹¹Ibid., p. 28.

¹²Ibid.

Hackett made extensive revisions of the junior college catalog for the years 1935-36, 1936-37, 1943-44, and 1948-49, made many speeches before local organizations and community groups, and wrote articles for newspapers in the Canal Zone and the Republic of Panama.¹³

Hackett's last official function was the briefing of the new dean, Charles L. Latimer, who was brought to the Canal Zone from his position as Chief of the Instructional Service Branches of the United States Army Dependents' Education Group in Europe.¹⁴

Latimer's Administration,
1962-1964

On assuming responsibilities as dean, Latimer was given only one mandate: "Get the college off dead center and bring it abreast with modern educational practices."¹⁵ The first step of Latimer's program was to wage a vigorous publicity campaign, regularly inserting articles about the Canal Zone Junior College in the newspapers. His second step was to discontinue extension division classes, designating students simply as full- or part-time.¹⁶ The new

¹³Ibid., p. 29.

¹⁴Charles L. Latimer, Annual Report of the Canal Zone College (LaBoca, 1963), p. 1.

¹⁵Statement by Charles L. Latimer, Deputy Superintendent of Schools, April 30, 1973, 1:30 P.M.

¹⁶Ibid.

dean proposed to offer courses during a consecutive fourteen-hour period from 7:45 A.M. to 9:30 P.M. There was some initial opposition to the night classes from local church leaders, who claimed that evening classes would detract from attendance at prayer meetings; this objection later disappeared.¹⁷

The part-time concept increased the opportunities for adult members of the community to obtain college credits during late afternoon and evening hours and the program proved successful. Table XXV indicates that enrollment increased rapidly, and for the first time in the history of the Canal Zone Junior College, total enrollment exceeded 900 students.

Members of the 1963 sophomore class, along with other residents of the Canal Zone and the Republic of Panama who held two-year degrees, began to inquire about the possibility of offering third-year courses.¹⁸ In a letter to F. Taylor Jones, Executive Secretary for the Commission on Institutions of Higher Learning, Latimer asked approval of an expanded third-year concept, which he enthusiastically supported.¹⁹

¹⁷Ibid.

¹⁸Charles L. Latimer, Annual Report of Canal Zone College (LaBoca, 1963).

¹⁹Charles L. Latimer, Dean, to F. Taylor Jones, Executive Secretary of Middle States Association, Annual Report of the Canal Zone College (LaBoca, December 14, 1962).

TABLE XXV

ENROLLMENT STATISTICS, FULL TIME AND PART TIME,
CANAL ZONE COLLEGE, 1955-1966

Year	Full Time	Part Time	Total
1955	150	38	188
1956	147	46	193
1957	140	29	169
1958	153	20	173
1959	132	32	164
1960	195	28	223
1961	255	75	330
1962	322	46	368
1963	415	488	903*
1964	481	586	1,067
1965	611	703	1,314
1966	489	835	1,324

*The Extension Division (Night School) existed from 1939-1963. However, data were recorded inconsistently, so data shown here do not include any night courses until September, 1963.

Source: Donald W. Skinner, Progress Report Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (LaBoca, November 15, 1966), p. 61.

Jones informed Latimer that adding a third year would not change the college's accreditation status and that

If an accredited institution extends its program into major new academic areas or levels or offers instruction at additional locations, the new programs or centers will be included in the institution's accreditation for two years. By then they must qualify for approval in their

own right in order to maintain the accredited status of the institution as a whole.²⁰

In a meeting held with the Superintendent of Schools and other members of the Schools Division staff on February 20, 1963, it was recommended that the scope of the Canal Zone Junior College be changed from a two- to a three-year institution, and that the name be changed to "Canal Zone College."²¹ Their recommendations were based on the following facts:

1. The Canal Zone Junior College taught many upper division (junior-senior level) courses.

2. Credit for upper division courses was not always acceptable in colleges in the United States because (a) not more than sixty-four credits were generally accepted from a junior college, (b) some institutions placed limits on the number of extension credits they would accept, and (c) some institutions would not accept upper division courses from a junior college.

3. The increased enrollment at the college indicated that a third year program would be feasible especially in the areas of business education, liberal arts, and pre-medical science.

²⁰F. Taylor Jones to Charles Latimer, Annual Report of the Canal Zone College (LaBoca, December 28, 1962).

²¹B. I. Everson, Civil Affairs Director, to Robert J. Fleming, Governor, Annual Report of the Canal Zone College (LaBoca, February 25, 1963).

4. A nominal freshman-sophomore program was not sufficient to provide a full two-year curriculum to high school graduates who had completed accelerated courses.

5. A three-year college would provide students an opportunity to further their education at a reasonable cost.

6. A three-year college, plus additional extension courses, would increase the educational level of the community.

7. The Middle States Association of Colleges and Secondary Schools had advised the college that the third year would be fully accredited until the next re-evaluation in 1965.

8. The new plant under construction at LaBoca would provide the facilities necessary to house the program.²²

This plan was approved on March 1, 1963 by Robert J. Fleming, Governor of the Canal Zone.²³

Immediately after approval was given for the third-year program, Latimer wrote Florida State University, one of the primary colleges to which Canal Zone College students transferred, in order to ascertain their acceptance of the third-year credits. E. L. Chalmers, Assistant Dean of Florida State University, informed Latimer that Florida State would

²²Ibid.

²³Robert J. Fleming, Governor, to B. I. Everson, Civil Affairs Director, Annual Report of the Canal Zone College (LaBoca, 1963).

provisionally accept credits earned by Canal Zone College students during their third year if they were comparable to those courses offered at Florida State University. This provisional status would be removed after the Canal Zone College received its re-accreditation in 1965.²⁴

New Canal Zone College Campus

At the beginning of the 1963-64 fall term, the college occupied its new facilities in LaBoca. Originally, three separate plans were under consideration for the development of the new college campus. Of these, the most elaborate plan was to clear the jungle near Albrook Air Force Base, construct the needed buildings, and landscape a traditional college campus. The cost of such a plan made it unfeasible.²⁵

The second proposed location was the Sosa Hill site. This peak dominates the mouth of the Panama Canal and offers a panoramic view of Panama Bay. This would have been a beautiful site for a college campus; unfortunately, engineers pointed out that the site lacked space for dormitories, parking, and future expansion. Based on these recommendations, B. I. Everson, Civil Affairs Director, opposed this location.²⁶

²⁴E. L. Chalmers, Assistant Dean of Florida State University, to Charles L. Latimer, Annual Report of the Canal Zone College (LaBoca, March 27, 1963).

²⁵Statement by B. I. Everson, Civil Affairs Director, Balboa Heights, September 27, 1972.

²⁶Ibid.

M. C. Harrison, Engineering and Construction Director, recommended that the Sosa Hill site be abandoned and that another site on more level ground be found so that an academic building, dormitory, and parking could be accommodated.²⁷ This process of elimination left only the third proposal, which was the remodeling of Building 1033, formerly the LaBoca Branch of the Canal Zone Junior College. This area had the necessary space, had already been landscaped, and the Engineering and Construction Division estimated that it could be remodeled at a cost of less than the \$1,270,000 appropriated in the budget.²⁸

The optimism of the engineers was dispelled by W. G. Dolan, Canal Zone Fire Chief. Dolan pointed out that the proposed plan to air condition the three-story wooden frame college building created an extreme fire hazard unless the following vigorous and expensive precautions were taken: (1) fire-resistant materials be used in all additional construction, (2) an automatic sprinkling system be installed on all three floors, (3) additional fire hoses and extinguishers be made available, and (4) the architects' design

²⁷School Buildings, Construction, Repairs, etc., Balboa Building 707, Junior High School, File Bld 2-8, Part 2, Agency Record Center (Balboa, 1962).

²⁸Ibid.

be changed in order to eliminate storage closets in the vicinity of the stairwells.²⁹

Despite the fire hazard of the three-story wooden building and the additional expense of making it fire resistant, the LaBoca site remained the only one that offered the needed facilities and space for parking, dormitories, and future growth within the available budget.³⁰

The new campus, though not fully completed, became the home of the Canal Zone College for the fall term of 1963-64.³¹ On September 6, 1963, a formal dedication ceremony took place in front of the new academic building. Superintendent of Schools Esser acted as master of ceremonies, and B. I. Everson, Civil Affairs Director, gave the opening remarks. The ceremony was concluded with a short speech by Robert J. Fleming, Governor, as he presented the keys to Latimer. The culmination of the ceremony was the cutting of the traditional ribbon by Tom Collins, President of the Student Association.³²

²⁹W. G. Dolan, Chief of Fire Division, to Engineering and Construction Director, School Buildings, File BLD 2-8, Part 4 (Balboa, July 10, 1962).

³⁰Photograph of three-story wooden building, 1962, Appendix N.

³¹Photography of new college building, 1963-64, Appendix O.

³²B. I. Everson, Civil Affairs Director, to Robert J. Fleming, Governor, August 27, 1963, School Buildings, File BLD 2-8, Part 4, Agency Record Center (Balboa, 1963).

The new campus consisted of a three-story academic building which housed classrooms, physics, chemistry, and biology laboratories, library, student activity center, rooms for drafting, typing, and office machines, and faculty and administrative offices. Other facilities consisted of a gymnasium with locker rooms and showers for both men and women, an adjacent practice field for baseball, football, and track, and other related physical education activities.³³ The audio-visual-music-drama building, which served as the communications center of the school, provided classrooms and practice areas for music and drama, and had a small auditorium seating 350.³⁴ A student dormitory located on campus provided accommodations for both men and women and included study and lounge facilities.³⁵

Difficulties During the First Year

The opening weeks of the 1963-64 fall term were hectic. The unexpected tripling of enrollment caused overcrowded classrooms and a shortage of textbooks.³⁶ Because the air

³³Canal Zone College Catalog, No. 27 (LaBoca, 1964), pp. 17-18.

³⁴Evaluation of Canal Zone College, Middle States Association of Colleges and Secondary Schools (New York, March 17, 1965), p. 2.

³⁵Canal Zone College Catalog, No. 27 (LaBoca, 1964), pp. 17-18.

³⁶Charles L. Latimer, Annual Report of the Canal Zone College, 1962-63 (LaBoca, 1963), p. 12.

conditioning was not yet operable, the discomfort of the crowded classrooms was increased. The textbook shortage forced college officials to conduct a campaign among their alumni to contribute or re-sell used textbooks to the college. Because of the length of time needed to order textbooks through the Panama Canal Supply Division, it was necessary to make special airmail orders from the United States at a considerable additional expense. It was this situation that spawned the idea of a bookstore operated by the Student Association, which has proved successful up to the present time.³⁷

As this difficult first semester drew to a close, Latimer's problems were again increased because of growing political tension between the United States and Panama. The long-standing question of sovereignty in the Canal Zone erupted into rioting. In an effort to alleviate tension, President John F. Kennedy and Roberto Chiari, President of Panama, agreed that the Panamanian flag should be flown in the Canal Zone wherever the Stars and Stripes was officially displayed.³⁸ Gerald A. Doyle, a Panama Canal architect, sought an injunction to prevent implementation of this agreement on the grounds it violated the Canal Zone code. Judge Guthrie Crowe denied this appeal and ruled that the

³⁷ Ibid.

³⁸ Jules Dubois, Danger Over Panama (Indianapolis, 1964), p. 228.

dual flag agreement would be enforced after January 2, 1964.³⁹ Because Balboa High School had a number of Panamanian students, authorities feared that flying both flags would polarize the student body; thus, they decided not to fly either flag. This decision was not widely publicized, and when students returned to school after Christmas vacation and found no flag displayed they were surprised and irritated.

On January 7, 1964, five Canal Zone College students hoisted a small United States flag to the top of the empty flagstaff in front of Balboa High School. David Speir, the school principal, lowered the flag; but students later raised it again, this time to half-mast.⁴⁰ Latimer, dean of the college, reportedly admonished the five college students involved and informed them that they were trespassing on government property and were jeopardizing the employment of their parents in the Canal Zone.⁴¹ The students, sensing that their cause had popular support among Canal Zone residents, formed a cordon around the flagpole and maintained a continuous vigil for two days. Officials, hoping to avoid trouble, took no further action. The situation worsened during the afternoon of January 9, when two hundred students from the Instituto Nacional in Panama City entered the Canal

³⁹Ibid., p. 239.

⁴⁰Ibid., p. 243.

⁴¹Ibid.

Zone displaying their national and school flags, and carrying signs stating "Panama is sovereign in the Zone," and "Yankee go home."⁴² The Panamanian students approached Balboa High School and demanded that their flag be raised. When this was attempted, a scuffle ensued and the Panamanian flag was allegedly torn. This deplorable incident resulted in four days of rioting, sniper fire, and fire bombing, which is commonly known as the Flag War. Martial law was declared, United States Army troops were sent to the Canal Zone border, and order was restored.⁴³

In order to prevent any more incidents, all schools in the Canal Zone remained closed for a period of one week. It is to the credit of officials, parents, and students that schools only remained closed for one week and the Canal Zone College, which has a multinational student body and a significant number of Panamanian students, overcame the emotions of nationalism and reopened without serious incident.

A New Dean and Accreditation

Latimer was promoted to the newly created post of Deputy Superintendent in May, 1964, and, while home on leave, was authorized to interview prospective candidates to replace him as dean.⁴⁴ The foremost candidate was Donald W.

⁴²Ibid.

⁴³Ibid.

⁴⁴Charles L. Latimer to Kenneth MacKay, President of Middle States Accrediting Association, Official Records on file at Canal Zone College (LaBoca, 1964).

Skinner, Assistant Dean of Instruction at Mansfield State College in Pennsylvania, who, upon Latimer's recommendation, was selected for the position.⁴⁵

Latimer's two years as dean was a period of transition. He fulfilled his mandate, and now it was up to Skinner to complete the transformation. Skinner's primary task was to imbue the college with its own independent spirit and to prepare for the forthcoming Middle States evaluation. Latimer and Skinner clashed over how this was to be accomplished; however, this conflict was alleviated when Frank Castles, Superintendent of Schools, made the new dean directly responsible to him. Skinner concluded that the best way to get the improvements needed at the college was with the help of the Middle States Accrediting Association; thus he instructed the faculty to prepare an accurate and comprehensive evaluation of the Canal Zone College, making an effort not to conceal areas that needed improvement but reporting them as they truly existed.⁴⁶

On March 7, 1965, a six-man evaluation team arrived in the Canal Zone under the leadership of Kenneth C. MacKay.⁴⁷ The committee, deeply impressed with the unique environment in which the college existed, held high expectations for its

⁴⁵Ibid.

⁴⁶Statement by Donald W. Skinner, former Dean of the Canal Zone College, 1964-1967, Marshalltown, Iowa, June 6, 1973.

⁴⁷See Appendix P.

potential. During their visit to the Canal Zone, the Middle States Committee became convinced that the Canal Zone College was not reaching this potential. Therefore, on June 25, 1965, Skinner received a letter from Albert E. Meder, Chairman of Middle States, stating that MacKay's report indicated

that though there is much about Canal Zone College that is commendable, there also exists weaknesses of such character and extent that the Commission cannot see its way clear at this time to reaffirm the status of the College as an accredited member of this Association. It has therefore voted to defer final decision.⁴⁸

The committee stated that a progress report should be submitted by the college to the Middle States Association on or before March 1, 1967, stating what it had done to correct its deficiencies.⁴⁹

The commission was particularly concerned that the college become fully aware of its opportunity to be a constructive force in United States-Latin American relations. The commission was of the opinion that, even though the college was under government support and control, it need not be subservient to bureaucratic conformity or complacency. Meder concluded by expressing the hope that the dean and faculty of the Canal Zone College would mount a "vigorous, constructive, creative, and aggressive attack . . . on the

⁴⁸ Albert E. Meder, Chairman of Middle States Accrediting Association, to Donald Skinner, Dean, Progress Report (LaBoca, June 25, 1965), p. 13.

⁴⁹ Ibid.

general climate that has engendered these problems."⁵⁰ Meder indicated that if sufficient progress was not made in establishing the college as an individual educational entity it could "very possibly endanger the continued accreditation of the College."⁵¹

School officials and the community at large were shocked by the possibility of losing accreditation and viewed Middle States' refusal to re-accredit the college as a repudiation of the Canal Zone educational system. Some people openly blamed Skinner for failing to properly impress the Middle States Committee. Skinner's critics did not realize that the dean planned to use re-accreditation as a lever to hasten needed changes. It was indeed pressure from the Middle States Accrediting Association that brought about improvements in the following major areas: (1) administration, financial, and physical development, (2) faculty, (3) student personnel services, (4) library, and (5) programs of study.

1. Administration, Financial, and Physical Development

A. Canal Zone College Advisory Council.---The Middle States Association recommended in 1965 the establishment of a group of advisors from the Canal Zone community to lend support to the dean and faculty on behalf of the development

⁵⁰Ibid., p. 14.

⁵¹Ibid.

of the college.⁵² Acting upon this recommendation, the Civil Affairs Director invited participation from among community representatives, officials of the Panama Canal agencies, the Department of State, and the military establishments in the Canal Zone to form a Canal Zone College Advisory Council.⁵³ This Advisory Council was established in September, 1966, accepted by the Governor, and began its work early in 1967.⁵⁴ The charter members of the Canal Zone College Advisory Council were appointed for a maximum of three years, with the Chairman and Vice Chairman elected annually by the Council. The charter members of the council were Edward A. Doolan, personnel director; J. Patrick Conley, Assistant Executive Secretary; Charles Garcia, Cristobal magistrate; George V. Richards, counselor, Paraiso High School; Arthur J. O'Leary, Deputy Comptroller; Carl J. Browne, assistant engineer and construction director; Alfredo Cragwell, principal, Rainbow City High School; Foster Collins, Special Assistant to U.S. Ambassador; Richard M. Ripley, Assistant Chief of Staff, representing USARSO and US SOUTHCOM; Donald Skinner, Dean and chief administrative officer, Canal Zone College.⁵⁵

⁵²Annual Report of the Canal Zone College Advisory Council (Balboa, July 1, 1971-June 30, 1972), p. 1.

⁵³Ibid.

⁵⁴Ibid.

⁵⁵Donald Skinner, Progress Report Presented for Consideration of the Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools (LaBoca, November 15, 1966), p. 15.

The Advisory Council held regular meetings, and the Chairman, or any five members by petition, may at any time call for a special meeting of the council. Five members attending constituted a quorum for the transaction of business and the act of a majority of the members present was considered the act of the council.⁵⁶

The Council's area of responsibility was as follows:

1. They recommended candidates for appointment to head of the College to the Canal Zone Government.

2. They reviewed all major plans of the Dean of the College for a more effective operation of the College and made recommendations they deemed appropriate. Major plans discussed by the Council were: (a) plans for the appraisal or improvement of faculty and other personnel, (b) expansion or restriction of student admissions, (c) appraisal or improvement of academic programs and of standards for earning degrees, (d) expansion of college plant and appraisal or⁵⁷ improvement of student activities and housing.

The faculty was pleased with the Advisory Council because it provided a wider advisory base. Members of the faculty, especially those of the American Association of University Professors, immediately began to work to have faculty members appointed to the council, however, this has not yet been achieved.

B. Registrar.--A full-time registrar was employed in August, 1966. Fireproof file cabinets were purchased and an

⁵⁶Ibid., pp. 37-38.

⁵⁷Ibid.

area was established for the storage of student records on a permanent basis.⁵⁸

C. Bookstore.--The bookstore concept which had worked so satisfactorily was expanded. A new air conditioned bookstore area was constructed and a manager was employed on a contract basis in order to relieve faculty advisors from the responsibility. This complied with Middle States' recommendation that the college reduce the extracurricular responsibilities of the faculty.⁵⁹

D. Physical expansion.--A separate residence hall for women was completed in August, 1966, and a six-classroom addition was ready for use in December, 1966.⁶⁰ A library which had office space for twenty faculty members and 30,000 volumes was completed in June, 1968. This vacated an area in the main academic building which was converted into a physics laboratory and additional classrooms.⁶¹ The cost of these buildings can be seen in Table XXVI.

⁵⁸Annual Report of the Canal Zone College, 1965-1966 (LaBoca, April 29, 1966), p. 8.

⁵⁹Skinner, Progress Report, p. 3.

⁶⁰See Appendix Q and Appendix R. Photographs of new dormitories and six-classroom addition.

⁶¹Annual Report of the Canal Zone College, 1965-1966 (LaBoca, April 29, 1966), p. 8.

TABLE XXVI
BUILDING COST ON THE NEW LA BOCA CAMPUS

Building	Building No.	Cost
Canal Zone College Main Building	1033	\$590,688.53
Six-classroom addition	1034	106,253.60
Library	1035	197,772.54
Dormitory, Men	980	131,064.84
Dormitory, Women	982	103,541.76

Source: Letter from Noel Farnsworth, Executive Planning Staff, Balboa Heights, June 19, 1973.

A computer center was also established by the Schools Division at Ancon, which greatly aided the college registrar in processing student admissions and enrollment statistics.⁶²

2. Faculty

A. AAUP and faculty rank.--Faculty ranking at the Canal Zone College was achieved through the efforts of the local chapter of the American Association of University Professors. Although individuals on the Canal Zone College faculty held membership in the AAUP since the early 1950's, not until March, 1962, did the Panama Canal Chapter receive its charter from the national office.⁶³ The AAUP is a national organization established in 1915 to serve teachers and

⁶²Skinner, Progress Report, p. 3.

⁶³Constitution of the Panama Canal Chapter of the American Association of University Professors, 1961-1962, Panama American(Panama City), March 20, 1962.

scholars in institutions of higher learning. This association has provided national leadership in the areas of academic freedom and tenure, faculty role in college government, improvement in salaries and class loads, and faculty rank.⁶⁴ Charter members and past presidents of the local chapter of the AAUP can be seen in Appendix S.

Once the AAUP received its charter, it began to strive for the establishment of a faculty ranking system. Subert Turbyfill, who made his first inquiries to the Canal Zone school authorities concerning faculty rank in 1955, continued his struggle for the next eleven years.⁶⁵ Faculty members had hoped that the ranking system would be established before Dorothy Moody, Chairman of the English Department, retired. Moody received her Ph.D. degree from Yale in 1933, and was an original member of the Canal Zone Junior College faculty.⁶⁶ She was an outstanding educator commanding the admiration and respect of both the student body and the faculty. She

⁶⁴ AAUP files in the office of the Canal Zone College, 1950-1973.

⁶⁵ Statement by Charles Bowen, Chairman of the Department of Social Studies and Education, Canal Zone College, LaBoca, May 10, 1973.

⁶⁶ Canal Zone College Catalog, No. 27 (LaBoca, 1964), p. 6.

retired in 1963 after thirty years of outstanding service with the rank of instructor.⁶⁷

Turbyfill's early inquiries to the Superintendent of Schools concerning faculty rank did not receive favorable endorsement from Hackett. Hackett felt that the college was too small to merit a differentiated ranking system and informed Esser that he was opposed to the idea because it "smacked of unwarranted pretensions."⁶⁸ Turbyfill continued his efforts and formally petitioned Esser on May 18, 1962, to consider academic ranking at the Canal Zone College. Hackett did not oppose the request but offered something less than enthusiastic support when he informed Esser that

. . . I am somewhat less opposed to the idea now than I formerly was. . . . Reasons:
 1. The Canal Zone College faculty will be somewhat larger within the next few years.
 2. Apparently a number of junior colleges in the United States are now abandoning the system whereby all teachers were called "Instructors."
 3. Differentiated faculty ranks will serve to set off the junior college more from the local high school, and I think that this is desirable.⁶⁹

⁶⁷Statement by Charles Bowen, Chairman, Department of Social Studies and Education, Canal Zone College, May 10, 1973.

⁶⁸Roger Hackett, Annual Report of the Canal Zone College (LaBoca, 1962), p. 26.

⁶⁹Roger Hackett, Dean, to Sigurd Esser, Superintendent of Schools, Faculty Rank Files, Canal Zone Library (LaBoca, May 21, 1962).

He concluded by suggesting that this change not take place before September, 1964. This recommendation and summer vacation delayed further progress until the 1962-63 fall term. Turbyfill returned in the fall and renewed his faculty rank campaign, fortified with data supplied by the national office of the American Association of University Professors, indicating that over one hundred junior colleges in the United States had adopted a rank system.⁷⁰ Turbyfill then sent Esser this supporting data and a tentative plan for the establishment of academic rank at the college. This plan received the whole-hearted support of the new dean, Charles L. Latimer.⁷¹

Turbyfill's plan was forwarded through Esser to Edward Doolan, Director of Personnel, for study and implementation, where it remained under advisement for the next two years.⁷² At least part of this delay may have resulted from the retirement and subsequent death of Turbyfill in 1963. He had been the project's driving force.⁷³

⁷⁰Charles Latimer, Annual Report of the Canal Zone College (LaBoca, 1962), p. 18.

⁷¹Ibid.

⁷²Sigurd Esser, Superintendent of Schools, to Subert Turbyfill, President of the AAUP, Faculty Rank Files, Canal Zone Library (LaBoca, October 16, 1962).

⁷³Charles Bowen, "The Canal Zone College Will Inaugurate Academic Rank for Faculty in August," Spillway, I (June 7, 1966).

The faculty rank idea surfaced again in March, 1965, under the leadership of Shepard P. Clark, Chairman of the Business Department; H. Loring White, President of the Canal Zone Chapter of AAUP; and Joseph P. Kane, Librarian and Faculty Representative of the American Federation of Teachers.⁷⁴ Their efforts eventually achieved the support of the local chapter of the American Federation of Teachers and the Middle States Accrediting Association and finally culminated in 1966 with the following faculty ranks: (1) instructor, (2) assistant professor, (3) associate professor, and (4) full professor.⁷⁵ These ranks and the minimum requirements for each are shown in Table XXVII.

Additional eligibility criteria for assignment to classes 13, 11, and 8 was to be determined by a college professional ranking board to be established jointly by the Superintendent of Schools and the Personnel Director. The final acceptance of the ranking system necessitated the establishment of a special pay category, which is shown in Table XXVIII.

B. Sabbatical leave.--Academic rank provided a challenge for the faculty, which required additional graduate study beyond the Master's degree. To encourage this study, Middle

⁷⁴Statement by Joseph Kane, Librarian, Canal Zone College (LaBoca, March 22, 1972).

⁷⁵Faculty Rank Files, Canal Zone College Office (LaBoca, 1962-73).

TABLE XXVII

MINIMUM QUALIFICATION REQUIREMENTS FOR ACADEMIC RANKING AT CANAL ZONE COLLEGE*

Class	College Rank	General Minimum Requirements	Minimum Number of Years Teaching Experience for Assignment to Class and Rank		
			Total Years Teaching Exp.	Years of Teaching College Level	Years Service in Preceding C.Z. Class
15	Instructor (C.Z. College)	M.A. with 30 semester credits in major and 18 semester credits in professional courses	3	0	0
13	Assistant Professor (C.Z. College)	M.A. + 30 semester graduate credits. 40 semester credits in major and 18 credits in professional courses	5	2	2
11	Associate Professor (C.Z. College)	Ph.D. with 60 semester credits in major and 18 semester credits in professional courses	6	3	1
8	Professor (C.Z. College)	Ph.D. with 60 semester credits in major and 18 semester credits in professional courses	8	5	2

*For more detailed information, see Appendix T.

Source: Academic Rank Files, Canal Zone College (LaBoca, 1962-73).

TABLE XXVIII

SPECIAL CATEGORY, ADMINISTRATIVE EDUCATION GROUP SALARY
SCHEDULE, EFFECTIVE JULY 1, 1966

Salary Class	Service Step	Group C			
		U.S. Citizen Rates		U.S. Citizen Rates Plus 15% Trop. Diff.	
		Work Year	Monthly	Work Year	Monthly
Instructor Class 15 (9-month work year)	1	\$ 6,050.00	\$ 672.22	\$ 6,957.50	\$ 773.06
	2	6,320.00	702.22	7,268.00	807.56
	3	6,590.00	732.22	7,578.50	842.06
	4	6,825.00	758.33	7,848.75	872.08
	5	7,060.00	784.44	8,119.00	902.11
	6	7,295.00	810.56	8,389.25	932.14
	7	7,530.00	836.67	8,659.50	962.17
	8	7,765.00	862.78	8,929.75	992.19
	9	8,000.00	888.89	9,200.00	1,022.22
	10	8,235.00	915.00	9,470.25	1,052.25
	11	8,470.00	941.11	9,740.50	1,082.28
	12	8,705.00	967.22	10,010.75	1,112.31
	13	8,940.00	993.33	10,281.00	1,142.33
	Long. X		9,495.00	1,055.00	10,919.25
Long. Y		10,050.00	1,116.67	11,557.50	1,284.17
Assistant Professor Class 13 (9-month work year)	1	\$ 8,100.00	\$ 900.00	\$ 9,315.00	\$1,035.00
	2	8,425.00	936.11	9,688.75	1,076.53
	3	8,750.00	972.22	10,062.50	1,118.06
	4	9,075.00	1,008.33	10,436.25	1,159.58
	5	9,400.00	1,044.44	10,810.00	1,201.11
	6	9,725.00	1,080.56	11,183.75	1,242.64
	7	10,050.00	1,116.67	11,557.50	1,284.17
	8	10,375.00	1,152.78	11,931.25	1,325.69
	9	10,700.00	1,188.89	12,305.00	1,367.22
Associate Professor Class 11 (9-month work year)	1	\$ 9,440.00	\$1,048.89	\$10,856.00	\$1,206.22
	2	9,705.00	1,078.33	11,160.75	1,240.08
	3	9,970.00	1,107.78	11,465.50	1,273.94
	4	10,235.00	1,137.22	11,770.25	1,307.81
	5	10,500.00	1,166.67	12,075.00	1,341.67
	6	10,765.00	1,196.11	12,379.75	1,375.53
	7	11,030.00	1,225.56	12,684.50	1,409.39
	8	11,295.00	1,255.00	12,989.25	1,443.25
	9	11,560.00	1,284.44	13,294.00	1,477.11

TABLE XXVIII--Continued

Salary Class	Service Step	Group C			
		U.S. Citizen Rates		U.S. Citizen Rates Plus 15% Trop. Diff.	
		Work Year	Monthly	Work Year	Monthly
Professor Class 8 (9-month work year)	1	\$10,755.00	\$1,195.00	\$12,368.25	\$1,374.25
	2	11,020.00	1,224.44	12,673.00	1,408.11
	3	11,285.00	1,253.89	12,977.75	1,441.97
	4	11,550.00	1,283.33	13,282.50	1,475.83
	5	11,815.00	1,312.78	13,587.25	1,509.69
	6	12,080.00	1,342.22	13,892.00	1,543.56
	7	12,345.00	1,371.67	14,196.75	1,577.42
	8	12,610.00	1,401.11	14,501.50	1,611.28
	9	12,875.00	1,430.56	14,806.25	1,645.14

Source: Loring White, Faculty Rank Files, Canal Zone College (LaBoca, 1966).

States recommended the establishment of a sabbatical leave policy, and the local chapter of the American Association of University Professors aided its realization during the 1967-68 school year.⁷⁶

To this date, six members of the faculty have taken advantage of sabbatical leave at half pay. In 1969-70, H. Loring White and Joseph P. Kane were the first members of the Canal Zone College faculty to utilize sabbatical leave opportunities. The following year, Herbert Knapp, Robert Kitterman, and Michael Smith were accepted into doctoral

⁷⁶Academic Rank Files in the office of the Canal Zone College, 1950-1973.

programs at universities in the United States; and in 1971 Margaret Gately, Assistant Dean, left on sabbatical leave to pursue doctoral studies at Florida State University.⁷⁷

C. Teaching loads.--Eight additional full-time faculty members were employed in 1966, which allowed the scheduling of needed courses, the utilization of fewer part-time faculty members, and the reduction of faculty teaching loads to fifteen weighted hours.⁷⁸ The appointment of two full-time counselors relieved the faculty from counseling responsibilities and eliminated the designated titles of Dean of Men and Dean of Women.⁷⁹

D. Standing committees.--In an effort to provide more faculty participation in administrative decisions, numerous standing faculty committees were appointed. Of these, the most important was the Curriculum Committee, made up of the department chairmen, Librarian, and Registrar.

3. Student Personnel Services

A. Admissions.--Prior to 1965, the Canal Zone College had an "open door policy" which allowed all legal residents

⁷⁷Sabbatical Leave Files in the office of Canal Zone College (LaBoca, 1967-73).

⁷⁸Donald Skinner, Progress Report of Canal Zone College (LaBoca, November 15, 1966), p. 4.

⁷⁹Annual Report of the Canal Zone College (LaBoca, April 29, 1966), p. 8.

of the Canal Zone to attend the Canal Zone College and remain as long as they wished.⁸⁰ After 1965, entrance examinations were initiated which required students who desired to attend the Canal Zone College full time (twelve or more semester hours) to obtain a combined score of 730 on the Scholastic Aptitude Test.⁸¹

Because there was a significant number of Spanish-speaking students at the Canal Zone College, John Marshall, Chairman of the English Department, urged the utilization of English placement examinations in order to determine whether the student needed review work in English composition during his first semester.⁸² His concern resulted in the establishment of the following policy:

The English Placement Writing Sample is required of all students contemplating any course in English unless they have:

1. Successfully completed an English course at Canal Zone College or any other accredited College.

2. Earned a minimum grade of B in college preparatory senior English in a U.S. high school.

3. Earned a grade of C in college preparatory senior English in a U.S. high school with a SAT verbal score of not less than 500.⁸³

⁸⁰ Statement by David Baglien, Counselor, Canal Zone College (LaBoca, May 22, 1973).

⁸¹ Canal Zone College Catalog, No. 33 (LaBoca, 1973), p. 7.

⁸² Statement by John Marshall, former Chairman of the English Department, Canal Zone College, Lincoln, Nebraska, June 6, 1973.

⁸³ Canal Zone College Catalog, No. 33 (LaBoca, 1973), p. 8.

B. Academic standing.--In 1966 an academic standing committee was established, composed of the two counselors, the Registrar, the Dean, the Assistant Dean, and a student member appointed by the Student Association. Three categories were created: (1) good academic standing--C average or better; (2) academic probation--any student who completes twelve semester hours with a cumulative grade-point average less than C (2.00) is automatically placed on probation; (3) academic suspension--any student, whether or not in good academic standing, who received a grade-point average of D (.50) or lower on twelve semester hours, or a student who is already on academic probation who receives a grade-point average of less than C (2.00) on the next twelve semester hours, is suspended from attendance for one semester. After expiration of one semester, the student is eligible to make a written application to the Student Academic Standing and Admissions Committee for readmission on probation.⁸⁴

C. Student Association.--The Student Association constitution was revised in order to allow students to participate more fully and assume a larger part of the responsibility for student activities such as the operation of the college bookstore, the financing of student publications, varsity athletics, intramural athletics, plays, concerts, musical programs, and various club organizations.

⁸⁴ Canal Zone College Catalog, No. 33 (LaBoca, 1973), p. 17.

D. Student Executive Council.--This council was formed at the suggestion of the Dean to open channels of communication between the student body and the administration.

E. Scholarships.--The Canal Zone government reviewed its position on granting government scholarships, and, beginning in the fall of 1963, scholarships were awarded to three United States citizens residing in the Canal Zone, three to non-United States citizens residing in the Canal Zone, and four to residents of Panama and other Latin-American countries, regardless of citizenship.⁸⁵ Once this precedent was established, it needed only the urging of the Middle States Committee to expand the program. Today, the Canal Zone government offers fifteen scholarships to both United States and Panamanian citizens, and the United States Department of State provides seven annual scholarships for citizens from the Republic of Panama.⁸⁶ The Canal Zone College now gives a total of thirty-six full-time scholarships annually.⁸⁷

F. Student loans.--The Canal Zone College maintains a student loan fund which provides assistance to students who need help with their college expenses. The initial monies for this program were provided by Dorothy Moody, an original

⁸⁵ Canal Zone College Catalog, No. 29 (LaBoca, 1964), p. 34.

⁸⁶ Ibid., No. 33, 1973, p. 10.

⁸⁷ Ibid.

member of the Canal Zone College faculty.⁸⁸ Today, this fund is augmented by monies transferred to the fund by the Student Association and other interested parties.

G. Publications.--The Conquistador, the college magazine, attempts to provide, through photographs, a record of the year's happenings that is both historical and attractive.⁸⁹

The Tropical Collegian is a publication in magazine format, devoted to the encouragement of creative prose, poetry, and art.⁹⁰

The Develed Ham, first published in 1971, is a weekly student newspaper.⁹¹

4. Library

The area which Middle States considered most deficient was the Library. From 1934 until 1962, the junior college shared its library facilities with the Balboa High School; but, when the college moved to the new LaBoca campus in 1963, it necessitated the establishment of its own library facilities.⁹² Between 2,000-2,500 books were selected by the

⁸⁸ Ibid.

⁸⁹ Ibid.

⁹⁰ Ibid.

⁹¹ Ibid.

⁹² Canal Zone College Library Handbook (LaBoca, 1973), p. 4.

Balboa High School librarian as college level, and this became the core of the junior college library collection.⁹³

In an attempt to bolster this inadequate collection, an appeal was made to the community for book donations, which increased the total collection to over six thousand volumes; however, the Middle States Accrediting Committee found most of these books to be obsolete and inappropriate.⁹⁴

By 1965 it was obvious to the Middle States evaluation team that the library was inadequate and unable to accommodate the needs of the growing student body; therefore, it recommended that Canal Zone College

(1) construct a new library building,

(2) maintain an operating budget for books, periodicals, binding, etc., at twenty thousand dollars a year until American Library Association standards were met (these funds were to be spent throughout the year and not at stated intervals),

(3) increase the library staff by one additional professional librarian, one full-time clerical assistant, and a number of student assistants,

(4) provide professional library service during all operating hours,

⁹³Donald Skinner, Annual Report (La Boca, January 1, 1965), p. 33.

⁹⁴Ibid.

(5) broaden the reference collection to alleviate serious shortages of bibliographies, biographical dictionaries, indexes to books, etc.,

(6) increase the periodical collection,

(7) establish a separate faculty library committee with representation from each academic department (this committee should help the librarian in building the collection and setting library policies),

(8) develop the college library so that it will be able to serve the faculty and students without as much reliance on other libraries.⁹⁵

All of the above recommendations were accomplished, the most important of which was the new library building completed in August, 1967.⁹⁶ The new library is a one-story concrete building designed for a capacity of thirty thousand volumes. The structure was built without windows, which reduced construction costs and allowed for the expansion of another twenty thousand volumes.⁹⁷

The library contains comfortable seating at study carrels which are convenient to the open stacks of library

⁹⁵Evaluation of Canal Zone College by Middle States Association of Colleges and Secondary Schools (LaBoca, March 10, 1965), pp. 13-14.

⁹⁶Photograph of new Canal Zone College Library, August, 1967, Appendix U.

⁹⁷Canal Zone College Library Handbook (LaBoca, June 17, 1971), p. 4.

material. Three microfilm reader-printers and several manual and electric typewriters are available for student use. For listening to tape recordings and records, tape decks and turntable were made available. Besides the audio-visual facilities at the college, the faculty could draw on the expanded resources of the Schools Division Audio-Visual Center located in Diablo Heights.

Much of the credit for the improvement and development of the Canal Zone College Library since 1965 must be given to Joseph P. Kane, Supervisory Librarian. An indication of this progress can be seen by the change in faculty attitude toward Canal Zone College facilities since 1965, as indicated in Tables XXIX and XXX.

TABLE XXIX

RATINGS OF CANAL ZONE COLLEGE LIBRARY FACILITIES FOR
FACULTY RESEARCH AND PROFESSIONAL USE

Rating	1965*	1973**
Excellent	6%	10%
Good	6%	53%
Fair	32%	32%
Poor	56%	5%

*Donald Skinner, Annual Report (LaBoca, January 1, 1965), p. 38.

**Michael Smith, "Faculty Questionnaires," LaBoca, May, 1973.

TABLE XXX

SOURCES USED BY FACULTY FOR PROFESSIONAL READING MATERIAL

Source	1965*	1973**
Personal library	80%	59%
Other libraries	15%	11%
Canal Zone College Library	5%	30%

*Donald Skinner, Annual Report (LaBoca, January 1, 1965), p. 38.

**Michael Smith, "Faculty Questionnaires," LaBoca, May, 1973.

A. Audio-visual center.--In September, 1963, Kenneth Lake, Curriculum Coordinator, conducted an inventory of audio-visual equipment. This was followed in March, 1964, by an audio-visual questionnaire sent to all Canal Zone teachers in order to ascertain their views of the existing audio-visual program.⁹⁸ The results of these two instruments showed that the Canal Zone School System had no audio-visual program, thus the task of developing one was given to J. W. Seaquist, who was appointed to the newly-created position of Audio-Visual Supervisor.⁹⁹ Seaquist has since developed an audio-visual program that has become an indispensable part of education in the Canal Zone. The film utilization figures

⁹⁸J. W. Seaquist, A Preliminary Survey of the School Division Audio-Visual Facilities and Some Related Recommendations (Diablo, June, 1964).

⁹⁹Ibid.

shown in Table XXXI are an indication of the audio-visual progress that has been made by the Canal Zone College.

TABLE XXXI
UTILIZATION OF 16MM FILMS AT CANAL ZONE COLLEGE

Year	Number of Uses
1966	44
1967	152
1968	392
1969	427
1970	288
1971	348
1972	458

Source: Compiled from records in the office of the Audio-Visual Center (Diablo, May 9, 1973).

5. Programs of Study

A Faculty Curriculum Committee was established under the leadership of Charles R. Bowen and Kenneth E. Lake. This committee, in cooperation with individual faculty members and departmental groups, began to organize the curricula at the Canal Zone College on a more sophisticated basis. Courses offered in the third year that lacked adequate faculty or library facilities were dropped. Third-year courses such as Spanish, French, and medical technology were maintained.¹⁰⁰ The efforts of the Curriculum Committee were instrumental in the development of the present degree programs

¹⁰⁰ Charles W. Laffin, Canal Zone College, a report for the Canal Zone government (Balboa, March, 1966), pp. 30-31.

offered at the Canal Zone College: the Associate in Arts, the Associate in Science, and the Bachelor of Science in Medical Technology.¹⁰¹

A. The Associate in Arts.--This degree is granted upon the completion of sixty-four semester hours, including forty-six semester hours of basic studies and the specific courses pertaining to a major in one of the following fields: art, behavioral science, English, foreign language, or history. The A.A. degree is intended to serve those students in a transfer program leading to the Bachelor of Arts degree.¹⁰²

B. The Associate in Science.--This degree is granted upon the completion of sixty-four semester hours, including thirty-six semester hours of basic studies and the courses pertaining to a major in biology, engineering science, mathematics, or physical science. The A.S. degree is intended to serve those students interested in a transfer program leading to the Bachelor of Science degree or a terminal scientific degree.¹⁰³

C. The Bachelor of Science in Medical Technology.--The American Society of Clinical Pathologists notified the Canal

¹⁰¹Ibid.

¹⁰²Canal Zone College Catalog, No. 33 (Balboa, 1955), p. 17.

¹⁰³Ibid.

¹⁰⁴Ibid.

Zone College that a Bachelor of Science degree would be required of all medical technology students before they would be allowed to take the national board examinations.¹⁰⁵

The Curriculum Committee, the Canal Zone College Advisory Board, and officials from Gorgas Hospital, Balboa, in coordination with the Superintendent's office, prepared a three-year course of study and a fourth year of internship at Gorgas Hospital that won approval by the United States Board of Medical Technologists in March, 1965.¹⁰⁶

This degree is granted upon completion of 128 semester hours, including 36 semester hours of basic studies, and additional courses pertaining to a major in medical technology at Canal Zone College and a one-year internship at an approved school of medical technology.¹⁰⁷ The first seven Bachelor of Science degrees in Medical Technology were granted by the Canal Zone College in May, 1971. Presently the college is providing interns in medical technology for several hospitals in the United States and Puerto Rico.¹⁰⁸

¹⁰⁵ Murphy Glen, Progress Report for Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools, Canal Zone College (Balboa, November 5, 1971), p. 10.

¹⁰⁶ Ibid.

¹⁰⁷ Canal Zone College Catalog, No. 33 (Balboa, 1955), p. 17.

¹⁰⁸ Murphy Glen, Progress Report for Commission on Institutions of Higher Education, Middle States Association of Colleges and Secondary Schools, Canal Zone College (Balboa, November 5, 1971), p. 10.

The Canal Zone College was able to make rapid progress in complying with the Middle States recommendations partly because Frank Castles, Superintendent of Schools, and B. I. Everson, Civil Affairs Director, both supported this effort. In 1966, Charles W. Laffin was employed as a consultant to assist Canal Zone officials in implementing the Middle States recommendations. Laffin's favorable report and a subsequent progress report submitted by the Canal Zone College in 1967 resulted in its re-accreditation without reservation.¹⁰⁹

With the college re-established on a firm academic basis, it came as a great surprise to the faculty when Skinner resigned as Dean in 1968. Although Skinner had been instrumental in instituting needed changes at the college, he had been unsuccessful in his attempts to have his position reclassified so that it would be equivalent to that of the President of the Washington, D.C. Teacher's College. This was instrumental in Skinner's sudden decision to resign in the summer of 1968 and accept a position of Superintendent-President of the Iowa Valley Community College District, Marshalltown, Iowa.¹¹⁰

Skinner's replacement was Glen E. Murphy, Assistant Dean of the Canal Zone College. In 1952 Murphy received his

¹⁰⁹ Statement by Frank Castles, Superintendent of Schools, Balboa, Canal Zone, May 22, 1973.

¹¹⁰ Letter from Donald W. Skinner, former Dean of the Canal Zone College, 1964-1968, Marshalltown, Iowa, December 15, 1972.

Doctor of Education degree at Columbia University in New York. He served with the United States Department of State from 1955-1961 and came to the Canal Zone from his position as Chief Educational Advisor of the United States Aid Mission in the Dominican Republic.¹¹¹ He assumed the duties of instructor in the Business Department at the Canal Zone College in 1963, and one year later was promoted to the newly-created position of Assistant Dean. He served in this position until 1968, when he succeeded Skinner as Dean.¹¹²

One of Murphy's primary objectives has been to open channels of communication not only with the faculty and students but with the community at large. This increased communication should enable the college to be more responsive to the needs of the community.

After Statement

Seventy years ago, before the Panama Canal came into existence, the land through which the waterway was to pass seemed impenetrable. The attempt of the French to traverse the Isthmus with a sea level canal was abortive because of mountains, jungle, swamp, and disease. Today, the 10,000-mile trek around the Horn from Panama City to Colon has been

¹¹¹Statement by Glen Murphy, Dean and Administrative Officer, Canal Zone College, LaBoca, May 23, 1973.

¹¹²Ibid.

reduced to a scant fifty miles through the Canal. The construction, operation, maintenance, and protection of this strategic waterway required a large American presence inside a ten-mile wide Canal Zone.

United States presence there has been a function of the Hay-Bunau-Varilla Treaty of 1903, which granted the United States jurisdiction within the Canal Zone as if it were sovereign. This sovereignty over Panamanian territory has caused animosity between the United States and the Republic of Panama and residents of the Canal Zone and Panama can recall occasions when seething hostility erupted into violence.

When the Canal Zone College opened in 1933, Governor Julian L. Schley, recognizing the importance of friendship between the United States and Panama, charged the faculty and student body to become a workshop for international understanding. After forty years of growth, the college stands today as a mark of unity. Its campus, nestled in the shadow of the impressive Thatcher Ferry Bridge, joins the two continents together on the Pan-American Highway.

The flags of the United States and the Republic of Panama are displayed jointly throughout the Canal Zone and are symbolic of a partnership which will continue only on the basis of unity, friendship, and mutual understanding. The Canal Zone College community has become aware of the fact that it has the opportunity to contribute to better

relations between the United States and the Republic of Panama by providing the forum by which these objectives can be reached.

Today the Panama Canal is becoming obsolete and there is speculation that it will be replaced by a sea level canal by the end of the century. If the United States relinquishes control of this new waterway, it will be the task of future historians to assess the contributions made by the Canal Zone College toward international understanding.

APPENDIX A

ORDINANCE NO. 17

An Ordinance Providing for Compulsory Attendance at the
Public Schools of this Municipality.

By authority of the Mayor and Council of the Municipality of
Ancon, it is hereby enacted:

First. Every person having legal or actual charge or control of any child or children of not less than six or more than fourteen years of age shall, during each school year, between the second Monday of September and the last Friday of June following, cause such child or children to attend regularly the public schools during such times as the schools are in session.

Second. Boys between the ages of twelve and fourteen years who are legally employed shall be exempt from the preceding obligation; but if such boys are unemployed, they shall be compelled to attend school as stated above.

Third. Upon complaint of the teacher to the Mayor of the Municipality, or Superintendent of Education of the Canal Zone, for failure to have such child or children regularly attend schools while in session: For the first offense the parents or guardians shall be notified by the Mayor, upon the request of the Superintendent of Education, and for the second offense a fine of not more than five dollars (\$5.00) silver, shall be imposed upon the parents or guardians; and for the third offense a fine of not more than ten dollars (\$10.00) silver; and be paid into the Treasury of the Canal Zone for school purposes and in default of such payment the Municipal Judge may sentence the legal guardians of the child or children as provided by law for misdemeanours.

Fourth. Exceptions shall be considered as follows:

1. That the child or children attend some private school.
2. That the child or children are incapacitated physically; in which case a certificate to that

effect from a physician or from the Mayor is necessary.

3. That the child or children live more than two miles from the school by the nearest practicable traveled road and no free transportation can be granted.
4. That the guardian can give reasons satisfactory to the Mayor or Superintendent of Education why the child or children have not put in the required attendance.
5. This Ordinance shall take effect on and after its approval by the Governor of the Canal Zone. (17:19)

Approved, this 9th day of May 1906.

Approved, May 12, 1906.

Rafael Neira A.

Mayor, Ancon. C.Z.

CHARLES E. MAGOON

Governor

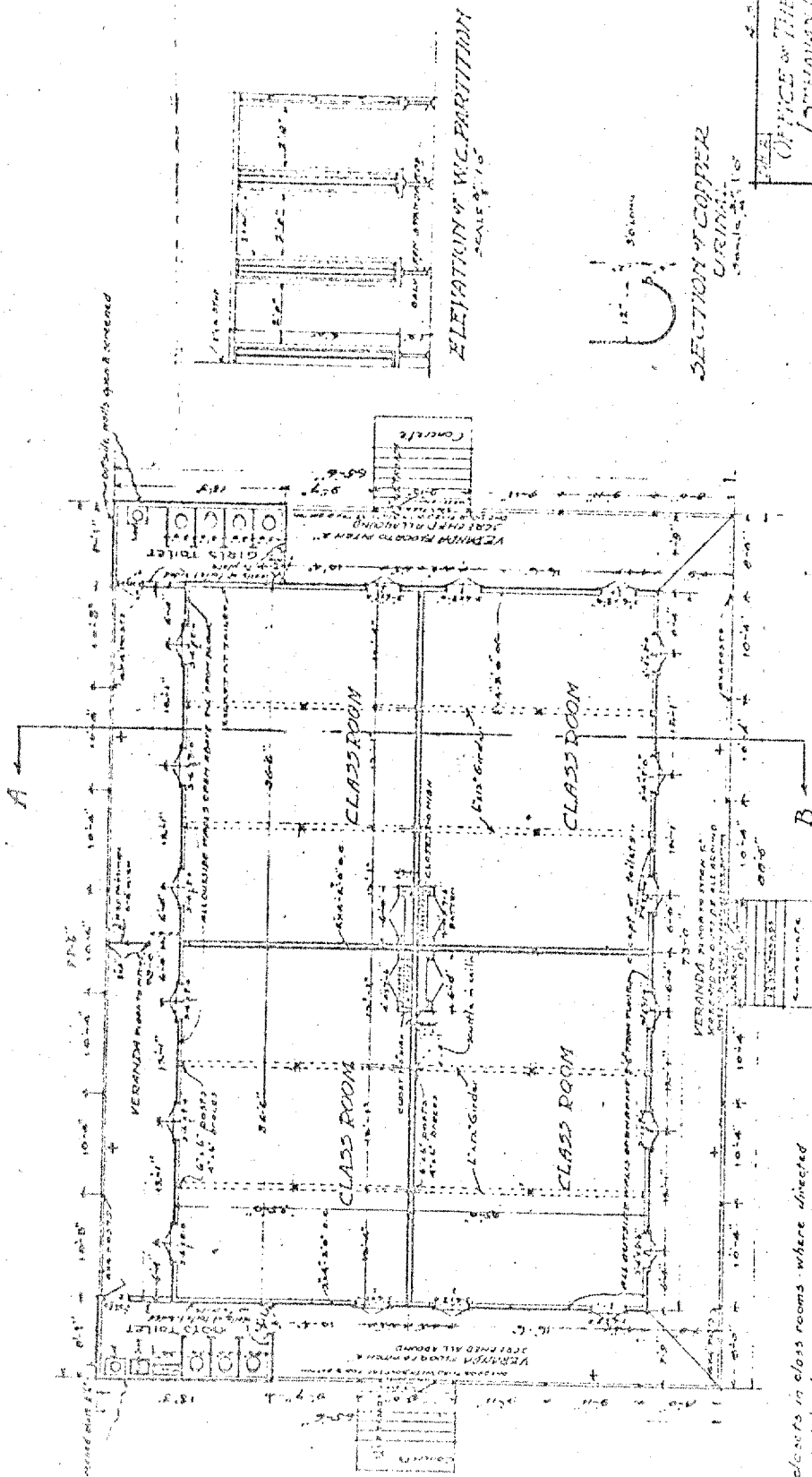
APPENDIX B
TEMPORARY SCHOOL BUILDINGS, 1904
San Pablo



Gorgona

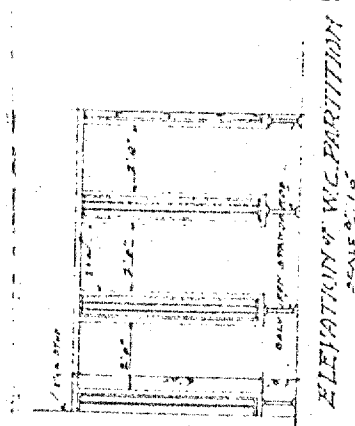


APPENDIX C
TYPICAL FLOOR PLAN



FLOOR PLAN
SCALE 1/8" = 1'-0"

Note - Locate closets in class rooms where directed by Dept of Schools.
If built upon to do so, place cones on openings in walls where their height, where directed.
Section of veranda marked + to be dirt lift.



OFFICE OF THE ARCHITECT
ESTIMATING & CONSTRUCTION
CURRIER
2000 10th St. S.W.
WASHINGTON, D.C.

TYPE 4 ROOM SCHOOL HOUSE

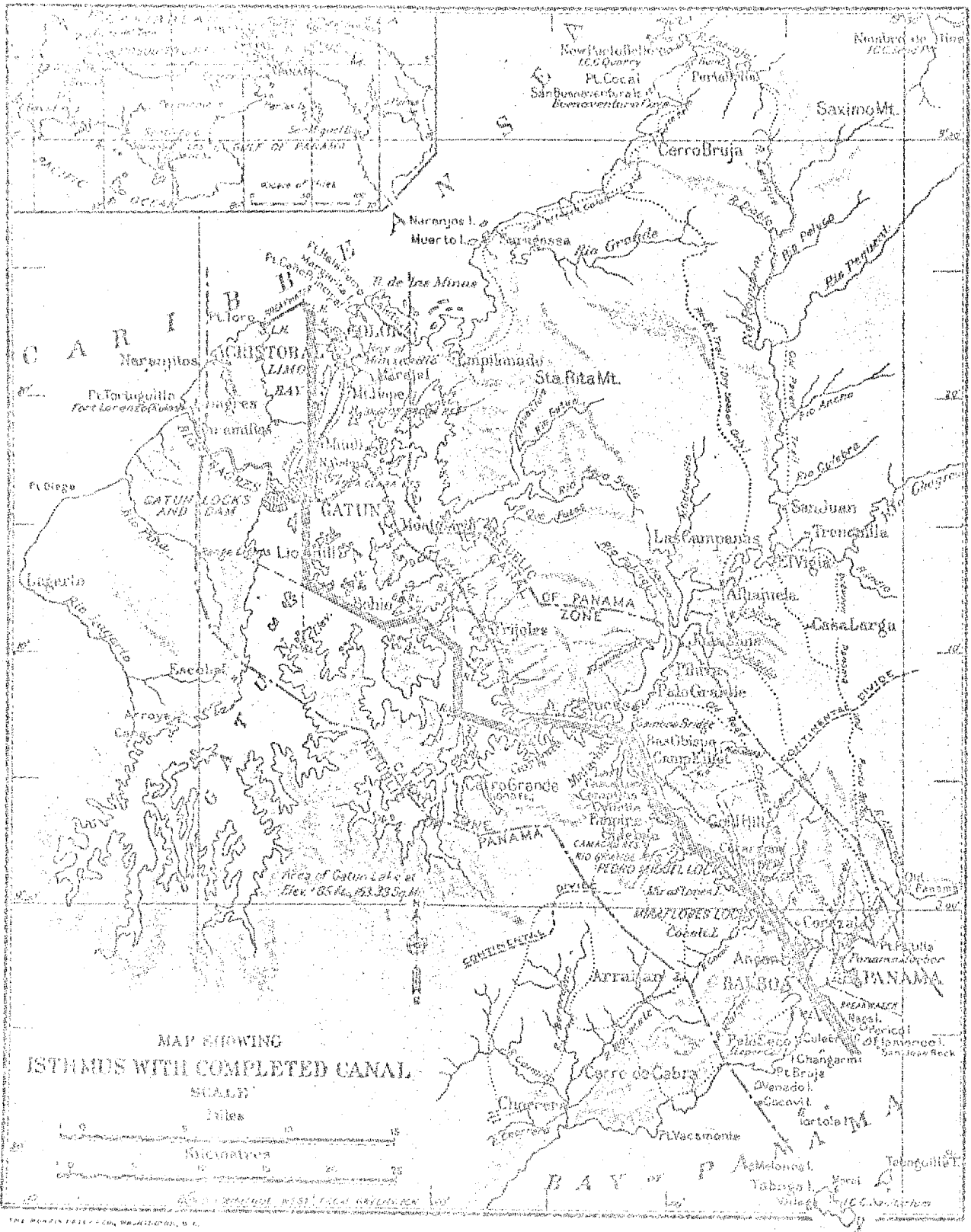
Checked by: [Signature]
Approved by: [Signature]

ROMANUS BENTLEY
ARCHITECT

3/4/12

APPENDIX D

MAP WITH SCHOOL LOCATIONS, 1907-1908



APPENDIX E

CANAL ZONE SUPERINTENDENTS OF SCHOOLS, 1905-1973

<u>Year</u>	<u>Superintendent</u>
1905-1908	David O'Connor
1908-1909	Henry L. Smith
1909-1913	Frank A. Gause
1913-1922	Albert R. Lang
1922-1925	W. W. Andrew
1925-1927	John Granrud
1927-1948	Ben M. Williams
1948-1953	Lawrence Johnson
1953-1964	Sigurd E. Esser
1964-	Frank A. Castles

APPENDIX F

Photograph of Ancon School



Photograph of Cristobal School



APPENDIX G

MEMBERS OF THE COLUMBIA UNIVERSITY TEAM THAT SURVEYED
THE CANAL ZONE SCHOOLS IN 1930

Director

N. L. Engelhardt

Field Work and Preparation of Report

Carter Alexander
Willard S. Elsbree

Research Associates

Ray L. Hamon
Guy L. Hilleboe

Statistician

Evelyn M. Horton

Secretaries

Rae Sanders
Helen Thorp

Assistants

Henry F. Alves
Fred F. Beach
Requa W. Bell
Henry Curtis
Calvin F. Dengler
William B. Featherstone
Ingolf O. Friswold
Marion W. Longman
Charles K. Morse

Victor Nicklas
Grant O. Rahn
Charles F. Reed
Julius F. Scott
James H. Smith
J. Flint Waller
Harley Z. Wooden
Horace Wysong
L. Percy Young

APPENDIX H

BALBOA SCHOOL: NEW TEMPORARY JUNIOR COLLEGE BUILDING, 1933



APPENDIX I

MEMBERS OF THE FIRST FACULTY OF CANAL ZONE JUNIOR COLLEGE WITH DATA ON THE EDUCATION AND PROFESSIONAL EXPERIENCE OF EACH

Howard Gordon Spalding: Principal

B.S. in C.E., Vermont, 1922; Assistant Engineer, New York Telephone Company, 1922-23; Instructor in Mathematics, New York Military Academy, 1923-25; Principal, High School, New York, 1925-29; Summer School, Teachers College, Columbia University, 1926-29; and 1932. M.A., Teachers College, Columbia University, 1930; Principal, Balboa School, 1929-33.

Allan James Meadowcroft: Mathematics

Stanford University, 1926, assistant in mathematics and engineering subjects, Stanford University, part-time 1923-1927; Chief of Party, Turlock Irrigation District, California, 1927-28; Engineering Draftsman, California, 1928-29; Junior Engineering Division of Water Resources, California, 1929-30; Assistant Engineer, California, 1930; graduate student in civil engineering and acting instructor in civil engineering, Stanford University, 1930-31; instructor in engineering and mathematics, California, 1931-32; on leave, 1933; graduate student candidate for C.E., Stanford University, 1933.

Dorothy Belle Moody: English, Dean of Women

B. A., University of Kansas, 1922; teacher of English and speech, 1922-23; instructor in English, University of Kansas, 1923-26 and 1927-31 summer sessions; M.A., Yale University, 1926-27; graduate student, candidate for Ph.D., Yale University, 1931-33; instructor in English, Missouri, 1931.

Harold Fisher Wilson: Social Sciences

B.A., University of Vermont, 1926; junior master in social sciences and English, Connecticut, 1926-27; assistant in history, Harvard, 1928-30; instructor in social science, New York, 1930-32; instructor in social sciences, Columbia University, 1932-33; candidate for Ph.D., Harvard, 1933.

Rowena Wellman: Commercial

B.A., University of Iowa, 1919; commercial teacher, 1919-21; teacher's diploma, 1921; commercial teacher, California, 1921-22; University of California, summer 1922; commercial teacher, California, 1922-24; M.A., Teachers College, Columbia, 1927; head of commercial department, Oklahoma, 1930-32; teacher of graduate course in stenography, Columbia, part-time 1932; candidate for Ph.D., Columbia, 1933.

Chalmers Stewart Carlson: Modern Languages

B.A., University of Michigan, 1919; teacher of modern languages, Ohio, 1921-23; three months at University Nacional, Mexico, 1923; six months University de Madrid, Spain, 1924; University de Dijon, France, 1925; certificate from the Sorbonne, France, 1926; Ed.M., Harvard University, 1928; teacher of modern languages, 1928-29; teacher of Spanish, Balboa High School, 1930-33.

Leonard Colerick Flowers: Science

B.S., Carnegie Institute of Technology, Pennsylvania, 1927; teacher, night college, Carnegie Institute of Technology, 1928-1930; teacher, night school, American Electro-Platers Society, Massachusetts, 1930-31; teacher, Carnegie Institute of Technology, 1931-33; candidate for M.S., Carnegie Institute of Technology, 1933.

APPENDIX J
NEW CANAL ZONE JUNIOR COLLEGE, 1933



APPENDIX K

DESCRIPTION OF CANAL ZONE JUNIOR COLLEGE BUILDING

The first floor will care for the science needs of both the college and the high school. A chemistry laboratory 46 feet by 23 feet, equipped with three large chemistry tables and an instructor's demonstration desk occupies the space near the main entrance. A heavy soap stone shelf on which students will do weighing and writing of experiments extends along one side of the room beneath the windows. A soap stone sink is provided in which the students will clean apparatus and equipment. Two fume hoods at one end of the laboratory will provide facilities for experiments involving gases; an electrical oven will be used for drying solutions and for heat treatment of materials. Ample locker space for the storage of equipment is provided. A large chemical storage room is located adjacent to the chemistry laboratory.

The chemistry instructor's office is placed between the chemistry and physics laboratory. This office is equipped with the usual office furniture and a large research table on which the instructor and advanced students will perform experiments.

The physics laboratory of the same size as the chemistry laboratory is equipped with eight physics tables and chairs. Marble shelving underneath the windows will provide space for balances and for writing up experiments. A large storeroom at one end of the laboratory provides storage space for physics equipment, while at the other end is the electrical equipment room in which a 1-1/2 kilowatt motor generator set is placed.

A large soap stone instrument panel placed near the instructor's demonstration table provides connections with both alternating and direct current, the direct current being furnished at 110 volts by the motor generator set. Connections are run from this panel to all science rooms and alternating current will also be available at numerous outlets in all laboratories.

A large storage battery installation supplies direct current at 12 volts and 20 amperes to both the chemistry and physics laboratories for use in electroplating and experiments in conductivity. All science tables are furnished with gas, electricity and water where needed.

The music room is on the front of the building, first floor facing Roosevelt Avenue in the same tier of rooms as the physics and chemistry laboratories. This room which is also 23' by 46' in size is equipped with 64 tablet arm chairs, a piano, orthophonic victrola and instructor's desk. This room is sound proofed by the installation of acousti-celotex on the ceiling. The music storage room 9' by 12' is located at one end of the music room.

The biology laboratory on the first floor opposite the chemistry laboratory is equipped with an instructor's demonstration table and four large student tables. A sink, an autoclave, culture incubator and work tables are among the equipment provided for this room. The instructor's office and biology storage room are located between the biology laboratory and the general science laboratory which is next in line.

The general science laboratory is similar to the biology laboratory except that it is equipped with 16 small tables with chairs, two students sitting at each table.

The elementary science room, which is the last laboratory in this tier, is equipped with similar equipment except that students will be provided with large type desks. An office and a storage room located between the general science laboratory and the elementary science laboratory provides enough storage and office space for the teachers of the two subjects.

Directly above the chemistry laboratory on the second floor front, is a Fine Arts room 46' by 23' in size. This room will be equipped with large tilt top drawing desks with each desk providing accommodations for drawing boards, instruments and supplies. A sink at one end of the room for washing equipment and a storage room for storing art material is also included in the plant. A book room is located between the Fine Arts room and the next laboratory.

The sewing laboratory and the cooking laboratory will give the high school and junior college students unusual facilities for household arts work. The sewing laboratory 46' by 23' in size is equipped with six large work tables, seven sewing machines, three ironing boards, teacher's demonstration table, set tubs and numerous built-in cases for the storage of work in process of completion and completed articles.

A fitting room 9' by 15' in size is located between the sewing and cooking laboratory with entrances from both directions. This is equipped with a three part mirror and built-in glass cases in which dresses may be stored.

The cooking laboratory is equipped with three multiple unit cooking tables in white tile. Gas and electrical ranges are conveniently located. At one end of the laboratory which is 53' by 23' in size, three unit kitchens are located. In each of these kitchens is a kitchen cabinet, a work table, sink and electric range. A large electric refrigerator will serve the needs of the entire laboratory. At one end of the laboratory is a storeroom for storing dishes and cooking utensils.

Opposite the fine arts room on the second floor is a large typing room 56' by 23' in size. This room will be equipped with 50 Royal and Underwood typewriters. This room is also sound proofed by treatment of the ceiling with acousti-celotex.

Opening from the typing room is a commercial laboratory which is also sound treated. This laboratory which is of a standard class room size will be equipped with tables for accounting work, with a comptometer, Monroe Calculator, Sundstrand Calculator and other office equipment. A bookkeeping room 46' by 23' in size will be equipped with lift top bookkeeping desks. A standard class room adjacent to the bookkeeping room will be used for stenography and other commercial classes.

On the third floor above the fine arts room at the front of the building is science lecture and stereopticon room 46' by 23' in size. This room will be equipped with 80 tablet arm chairs and will be used for lecture sections and assemblies. An instructor's demonstration desk at the front equipped with gas, electricity and water, will be used for experiments while a screen at the front will provide for stereopticon projection. A Bausch and Lomb stereopticon will be provided and the room will be fitted with blinds, making daylight projection possible.

Three junior college instructors' offices are located on the third floor of the junior college building. These are equipped with steel office filing equipment and built-in book cases.

The mechanical drawing room 56' by 23' in size is located on the front of the building next to the junior college offices. This room will be equipped with 36 tilt top drawing tables for extra large drawings. Next to the drawing room is a work room in which blue print work may be done on a specially constructed blue print frame, a sink, blue print washing tray and storage cabinets are provided in this room.

At the back of the third floor are six class rooms. These will be equipped with tablet arm chairs and steel furniture. Teachers' rooms are located on the third floor. Toilet facilities are located on each floor.

The completion of this unit of the group will give the Canal Zone the first part of an educational plant that will be modern and adequate in every respect.

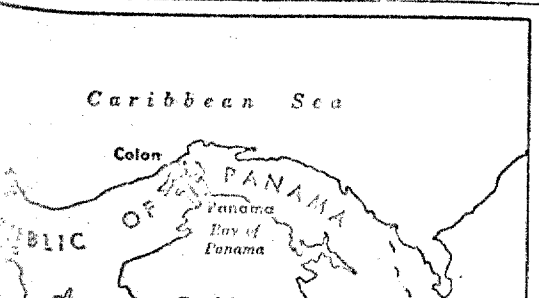
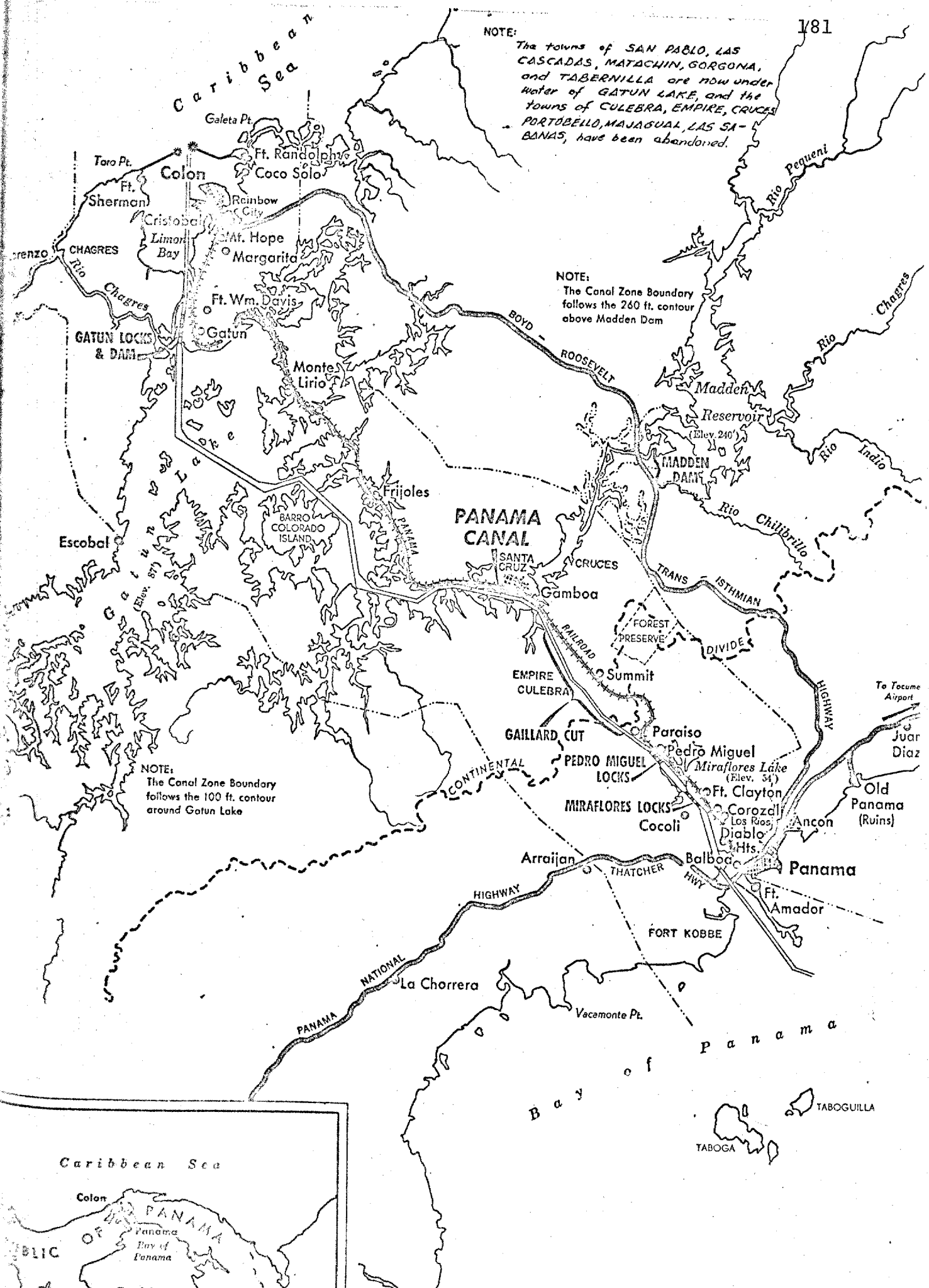
APPENDIX L

MAP OF TOWNSITES

NOTE:
The towns of SAN PABLO, LAS CASCADAS, MATACHIN, GORGONA, and TABERNILLA are now under water of GATUN LAKE, and the towns of CULEBRA, EMPIRE, CRUCES, PORTOBELLO, MAJAGUAL, LAS SABANAS, have been abandoned.

NOTE:
The Canal Zone Boundary follows the 260 ft. contour above Madden Dam

NOTE:
The Canal Zone Boundary follows the 100 ft. contour around Gatun Lake



To Tocume Airport

Juar Diaz

Old Panama (Ruins)

Panama

Ft. Amador

FORT KOBBE

Arraijan

HIGHWAY

NATIONAL

La Chorrera

Vacamonte Pt.

TABOGA

TABOQUILLA

Bay of Panama

Caribbean Sea

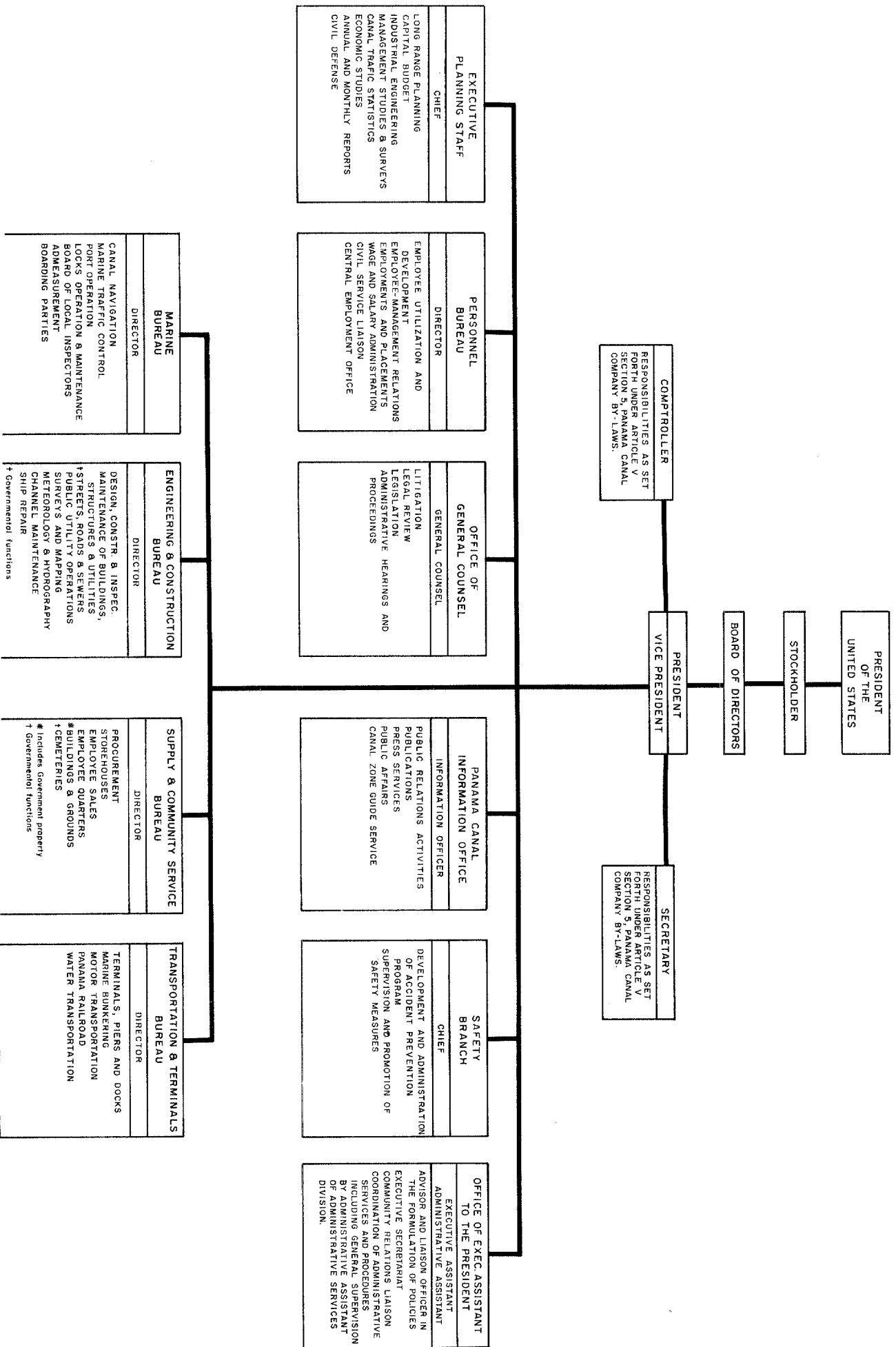
Colon

REPUBLIC OF PANAMA
Panama Bay of Panama

APPENDIX M

PANAMA CANAL COMPANY--CANAL ZONE GOVERNMENT
ORGANIZATION CHARTS

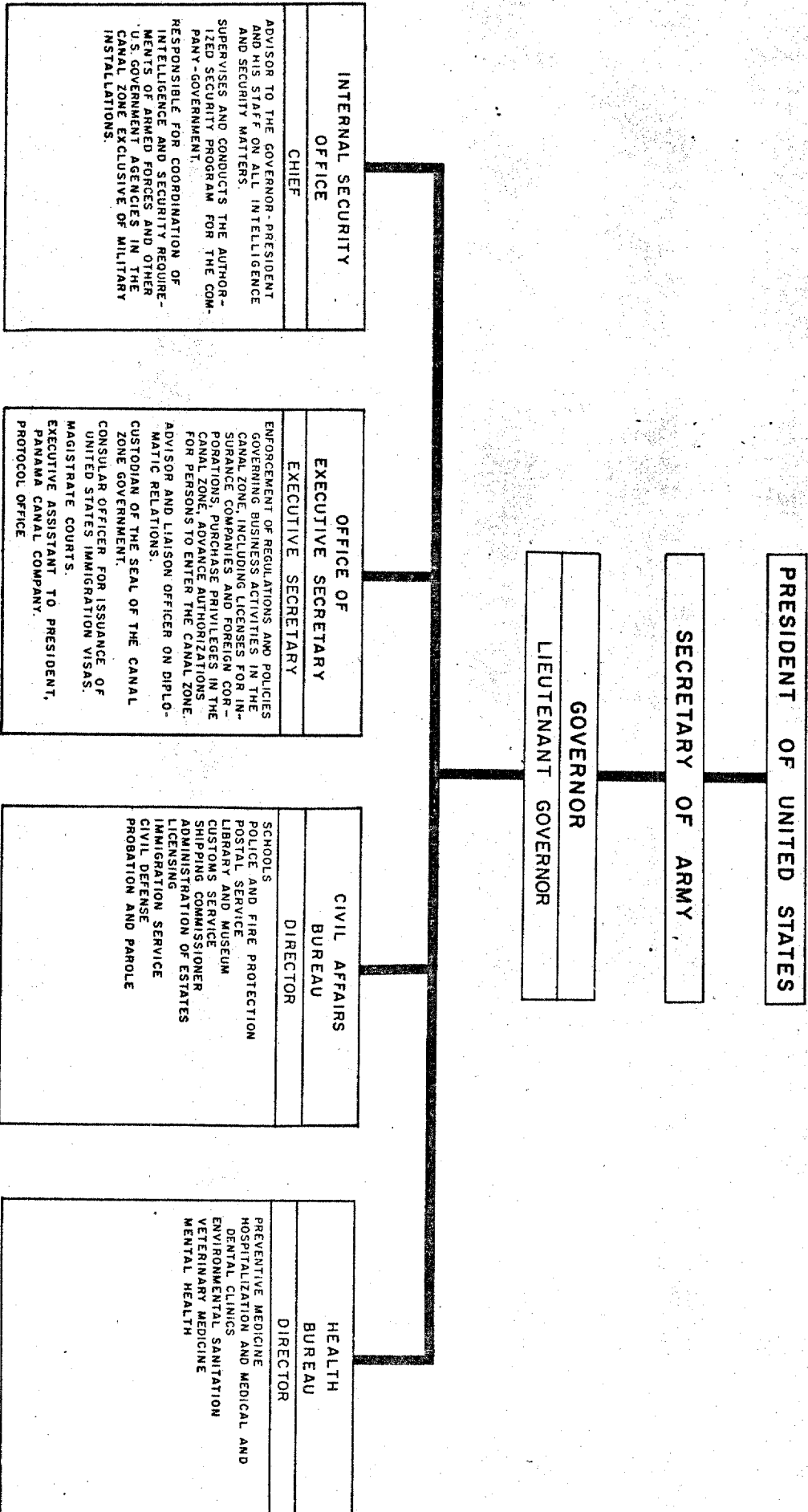
PANAMA CANAL COMPANY

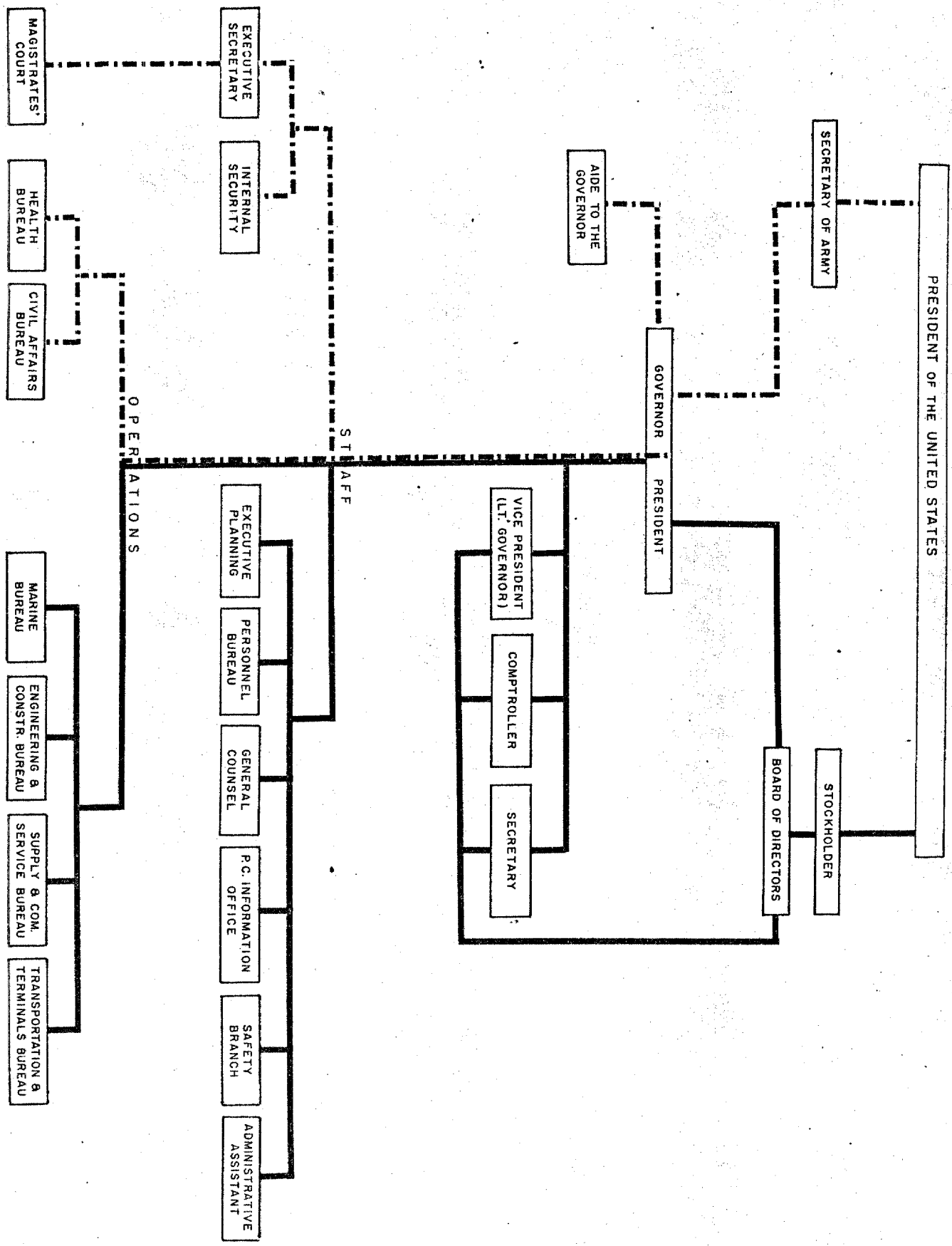


† Governmental functions

* Includes Government property
† Governmental functions

CANAL ZONE GOVERNMENT





CANAL ZONE GOVERNMENT

PANAMA CANAL COMPANY

APPENDIX N

THREE-STORY WOODEN BUILDING (LA BOCA COLORED SCHOOL)



APPENDIX O
NEW JUNIOR COLLEGE BUILDING, 1933



APPENDIX P

MIDDLE STATES ASSOCIATION OF COLLEGES AND SECONDARY SCHOOLS
EVALUATION TEAM

Kenneth C. MacKay, President, Union Junior College, Cranford,
New Jersey, Chairman.

George Alterman, Professor of Science, Head of Department of
Science, Queensborough Community College, Bayside 64,
New York.

Martin A. Kuhn, Librarian and Associate Professor, Staten
Island 1, New York.

Benjamin A. Quarles, Professor and Head of Department of
History, Morgan State College, Baltimore, Maryland.

Blanche R. Ried, Assistant Professor of Biological Sciences,
New York City Community College, Brooklyn, New York.

May Russell, President, St. Mary's College of Maryland,
St. Mary's City, Maryland.

Source: Evaluation of Canal Zone College by Middle States Association of Colleges and Secondary Schools (LaBoca, March 7, 1965).

APPENDIX Q

DORMITORY FOR MEN AND WOMEN



APPENDIX R
CLASSROOM ADDITION



APPENDIX S

CHARTER MEMBERS OF THE LOCAL CHAPTER OF THE AAUP

1. Subert Turbyfill, President
2. Charles R. Bowen, Vice-President
3. Margaret Gately, Secretary
4. James H. Johnson
5. James A. Lyons
6. DeWitt E. Myers
7. Kenneth W. Vinton
8. Jacques E. Cook

Source: "Professors' Association Chartered," Panama American, March 20, 1962.

PAST PRESIDENTS OF THE LOCAL CHAPTER OF THE AAUP

1. Subert Turbyfill . . . 1962-1963
2. Charles R. Bowen . . . 1963-1964
3. Dorothy Moody 1964-1965
4. Loring White 1965-1967
5. Arthur Honea 1967-1968
6. Russell Annis 1968-1969
7. John Marshall 1969-1971
8. Joseph Kane 1971-

Source: Compiled from AAUP files in the office of the Canal Zone College, 1962-1973.

APPENDIX T

DETAILED REQUIREMENTS FOR FACULTY RANK, CANAL ZONE COLLEGE, 1966

I. Instructor

- A. Training: Master's degree with 30 semester credits in major and 18 semester credits in professional courses, including one course in methods of teaching the major, from accredited institutions.
- B. Experience: Three years teaching experience on the secondary or college level.

II. Assistant Professor

- A. Training: Master's degree plus 30 graduate semester credits with 40 semester credits in major and 18 semester credits in professional courses, including one course in methods of teaching the major, from accredited institutions.
- B. Experience: Five years teaching experience, including at least two on the college level.
- C. Professional Activities:
 - 1. Within the college these activities should include
 - a. membership on College committees and contributions to departmental work
 - b. evidence of administrative ability to carry minor responsibilities
 - c. evidence of wholesome student-faculty relationships
 - d. participation in the development of general College policies and program
 - e. some active representation of the College to off-campus groups.

2. Within the school system these activities should include professional contacts with schools and local professional organizations, and contributions to the in-service training and curriculum improvement programs of the school system.
 3. With national professional groups
 - a. membership in significant professional and subject matter organizations
 - b. participation in activities, conferences, and meetings to the extent feasible.
- D. Civic Activities: Membership and active service with service clubs, civic organizations, church organizations, charitable groups, youth activities, etc.
- E. Evidence of Research and Professional Studies:
1. Contributions to studies within the College
 2. Contributions to studies within the total school system
 3. Continuing graduate study.

III. Associate Professor

- A. Training: Earned doctorate degree from an accredited institution with 60 semester credits in major, plus other requirements for Assistant Professor.
- B. Experience: Six years teaching experience, including at least three on the college level.
- C. Professional Activities: beyond the requirements for Assistant Professor
1. Within the College:
 - a. membership on committees and marked contributions to College and departmental work
 - b. evidence of growth in ability to carry administrative responsibilities

- c. evidence of ability to become influential in the continuous improvement of student-faculty relationships
 - d. marked contributions to the development of over-all College policies and program
 - e. marked ability to represent the College in off-campus groups.
- 2. Within the school system there should be marked ability to contribute to system-wide study groups, workshops, committees, etc.
 - 3. With national professional organizations, marked interest and contribution should be shown to their purposes and programs.
- D. Civic Activities: Participation and leadership should be demonstrated markedly beyond that shown for the level of Assistant Professor.
 - E. Evidence of Research and Professional Studies: In this category should be some research beyond that included as a part of graduate study. Such research may be done individually or as a member of a professional group. Recognition may be given to unpublished research and study in the form of duplicated reports, original reports, syllabi, exhibits, charts, original laboratory and demonstration materials and equipment.

IV. Full Professor

- A. Training: Same as Associate.
- B. Experience: Eight years teaching experience, with five years at the college level.
- C. Professional Activities: Beyond the requirements for Associate Professor
 - 1. Within the College should include:
 - a. exceptional contributions to departmental and College committees
 - b. successful assumption of administrative responsibilities

- c. unusual leadership in student activities
 - d. evidence of effective influence in continuous improvement of student-faculty relationships
 - e. positive leadership in development of the over-all program and policies of the College
 - f. leadership in representation of the College to off-campus groups.
- 2. Within the school system activities should include leadership responsibilities on curriculum committee, workshops, study groups, or as consultant, speaker, or leader for discussion groups.
 - 3. With national groups activities should include written contribution or participation in a most active manner.
- D. Civic Activities: Should provide indication of leadership responsibilities beyond those shown for the Associate level.
 - E. Research and Professional Studies: Beyond the Associate level should be shown. Such research need not necessarily be published but should show a definite contribution to education or to the discipline in which the research is conducted.

APPENDIX U

NEW LIBRARY, CANAL ZONE COLLEGE



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